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**1991
CONGESTION
MANAGEMENT
PROGRAM**

San Diego



ASSOCIATION OF
GOVERNMENTS



1991 CONGESTION MANAGEMENT PROGRAM

DECEMBER 1991

San Diego



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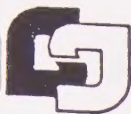
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**San Diego
ASSOCIATION OF
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RESOLUTION

No.

92-21

ADOPTION OF THE 1991 CONGESTION MANAGEMENT PROGRAM FOR THE SAN DIEGO COUNTY REGION

WHEREAS, the San Diego Association of Governments (SANDAG) has been designated as the Congestion Management Agency (CMA) for the San Diego County Region; and

WHEREAS, SANDAG, serving as the CMA, is required to prepare and adopt a 1991 Congestion Management Program (CMP); and

WHEREAS, a Draft 1991 CMP including an environmental Initial Study and Draft Negative Declaration has been prepared that meets the requirements of the CMP statutes and the California Environmental Quality Act (CEQA); and

WHEREAS, the Draft 1991 CMP and Draft Negative Declaration have been circulated for public review and comment both locally and through the State Clearinghouse Review process; and

WHEREAS, a noticed public hearing on the Draft 1991 CMP and Draft Negative Declaration was held at the October 25, 1991 Board meeting, and all comments received during the public review period have been considered by SANDAG; and

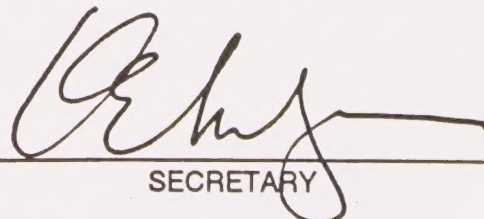
WHEREAS, the 1991 CMP is substantially consistent with the 1990 Regional Transportation Plan (RTP) for the San Diego Region; NOW THEREFORE

BE IT RESOLVED, that the SANDAG Board of Directors, serving as the Congestion Management Agency for the San Diego Region, does hereby adopt the 1991 Congestion Management Program.

PASSED AND ADOPTED this 22nd day of November, 1991.


CHAIRPERSON

ATTEST:


SECRETARY

V

MEMBER AGENCIES: Cities of Carlsbad, Chula Vista, Coronado, Del Mar, El Cajon, Encinitas, Escondido, Imperial Beach, La Mesa, Lemon Grove, National City, Oceanside, Poway, San Diego, San Marcos, Santee, Solana Beach, Vista and County of San Diego.

ADVISORY/LIAISON MEMBERS: California Department of Transportation, U.S. Department of Defense and Tijuana/Baja California.



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RESOLUTION

No.

92-20

CERTIFICATION OF THE NEGATIVE DECLARATION FOR THE 1991 CONGESTION MANAGEMENT PROGRAM (CMP)

WHEREAS, the San Diego Association of Governments (SANDAG) is the designated Congestion Management Agency (CMA) for the San Diego County Region; and

WHEREAS, SANDAG, serving as the CMA, is required to prepare and adopt a 1991 Congestion Management Program (CMP) including any required environmental analysis; and

WHEREAS, a Draft 1991 CMP including an environmental Initial Study has been prepared that meets the CMP statutes and the California Environmental Quality Act (CEQA); and

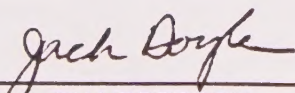
WHEREAS, based on the Environmental Initial Study, it has been determined that the 1991 CMP will not have a significant impact on the environment and the preparation of an Environmental Impact Report is not required; and

WHEREAS, a Draft Negative Declaration was prepared for the 1991 Congestion Management Program and circulated for public review and comment both locally and through the State Clearinghouse Review process; and

WHEREAS, a noticed public hearing on the Draft 1991 CMP and Draft Negative Declaration was held at the October 25, 1991 SANDAG Board meeting, and all comments received during the public review period have been considered by SANDAG; NOW
THEREFORE

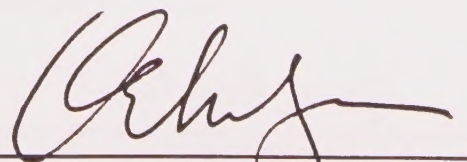
BE IT RESOLVED, that the SANDAG Board of Directors, serving as the Congestion Management Agency for the San Diego Region, hereby certifies the Negative Declaration prepared for the 1991 Congestion Management Program.

PASSED AND ADOPTED this 22nd day of November, 1991.



CHAIRPERSON

ATTEST: _____



SECRETARY

ACKNOWLEDGEMENTS

Many individuals and a number of citizen and technical committees aided in the preparation of material contained in the 1991 Congestion Management Program. In particular, the cooperation and assistance of the members of the following committees are acknowledged:

Combined Road Plan Committee

G. M. (Bow) Bowman, Chairman

Director of Public Works, County of San Diego

Transit General Managers Group

Thomas F. Larwin, Chairman

General Manager, Metropolitan Transit Development Board

Regional Growth Management Technical Committee

Ray Patchett, Chairman

City Manager, City of Carlsbad

Regional Transportation Advisory Committee

Hannah Cohen, Chairman

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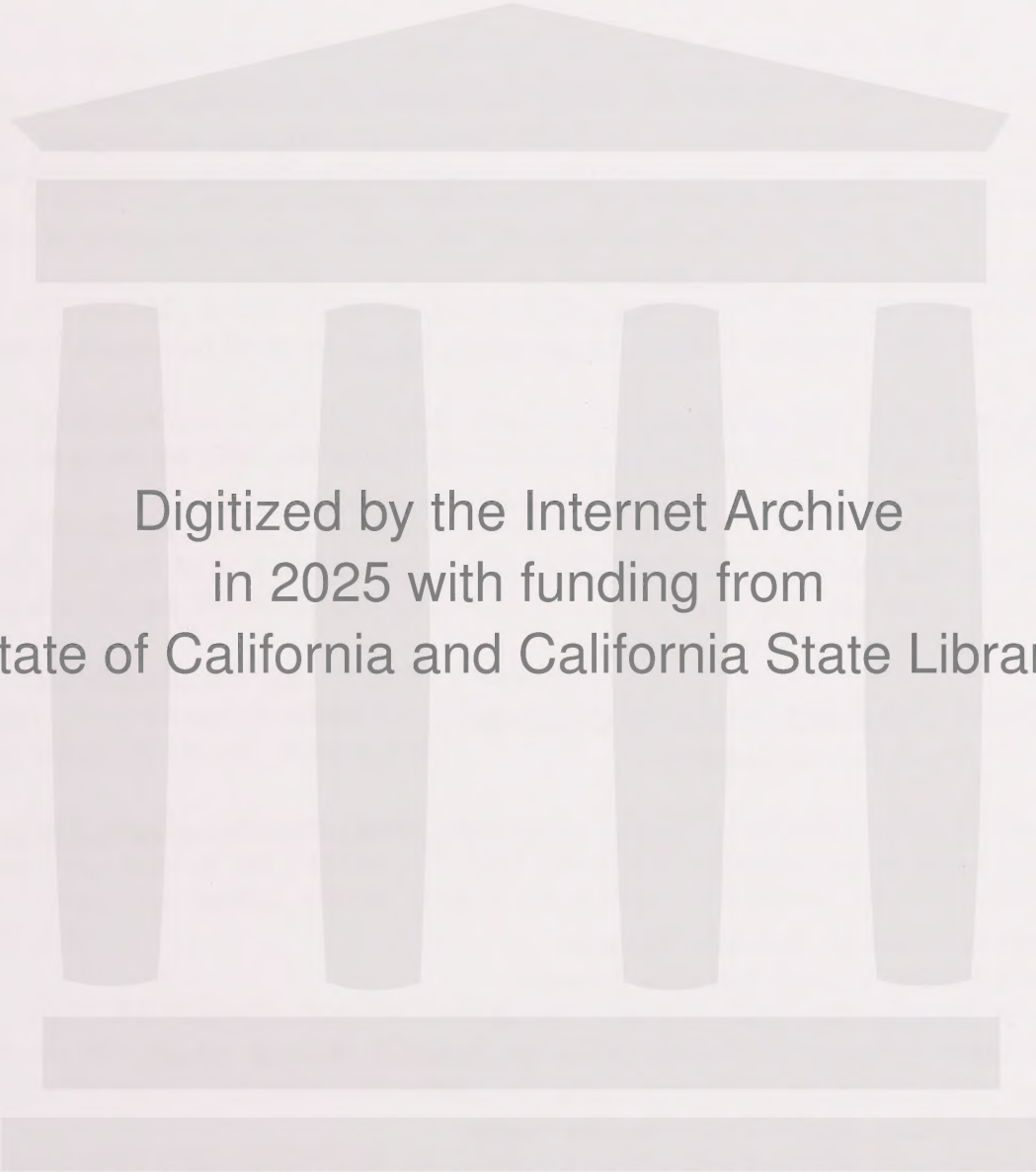
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ABSTRACT

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- NUMBER OF PAGES:** 141
- ABSTRACT:** The 1991 Congestion Management Program (CMP) defines a process to help insure that a balanced transportation system is developed that relates population and traffic growth and land use decisions to transportation system level of service and performance standards and air quality improvement. Included in the CMP are traffic level of service and transit performance standards, a TDM trip reduction program, a land use analysis program, and a capital improvement program.
- LOCAL USE GUIDELINES:** Local agencies are required by statute to conform to the 1991 CMP in order to remain eligible for increased state gas tax subvention funding. The CMP details a procedure for local agencies to self-certify conformance with the CMP.

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CHAPTER 1

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

INTRODUCTION

Increasing traffic congestion and its associated air quality impacts are two major concerns affecting the quality of life in the San Diego region. The purpose of the new Congestion Management Program (CMP) is to help insure that a balanced transportation system is developed that relates population growth, traffic growth, and land use decisions to transportation system level of service performance standards and air quality improvement. Specifically, the CMP is an effort to more directly link land use, transportation, and air quality, as an integral and complementary part of this region's plans and programs. Implementation of the Congestion Management Program should help insure that the transportation and land use decisions we make today will help to make this region a better place to live.

Voter approval of Proposition 111 in June 1990, requires the preparation, implementation and annual updating of a Congestion Management Program (CMP) in each of California's urbanized counties, including the San Diego region. All of this region's eighteen cities and the County have designated SANDAG as the Congestion Management Agency (CMA) for the San Diego region. Generally, the CMP requires that SANDAG develop, adopt and annually update a CMP that includes specific elements. SANDAG, local jurisdictions, and transportation operators must then implement and monitor the CMP as appropriate, and SANDAG must annually certify that local jurisdictions are conforming to the CMP.

This document is the initial 1991 Congestion Management Program (CMP). Various elements of the 1991 CMP have been under development for the past ten months by SANDAG's transportation and growth management committees and with local agency staff and the region's transportation operators. The 1991 CMP has been prepared to complement and strengthen the transportation and air quality programs from the 1990 Regional Transportation Plan (RTP), the Regional Growth Management Strategy (RGMS), the Transportation Control Measures (TCM's) from the 1991 Regional Air Quality Strategy (RAQS), and the Model Regional TDM Trip Reduction Program. The CMP is an element of the Regional Growth Management Strategy. An environmental Initial Study and Negative Declaration have been prepared for the 1991 CMP. The 1991 Congestion Management Program was approved and the Negative Declaration was certified on November 22, 1991, following a two-month public review period and noticed public hearing.

CMP PROGRAM ELEMENTS

The 1991 Congestion Management Program (CMP) has five major components as summarized in this section. Included are traffic level of service and transit performance standards, a TDM trip reduction program, a land use analysis program, and a capital improvement program.

- o *Traffic level of service (LOS) standards for a system of highways and roadways designated in the CMP.* Figure 1-1 identifies the 687 mile CMP System which includes 297 miles of state freeways, 294 miles of conventional state highways, and 96 miles of CMP principal arterials. The CMP system includes those highways that provide the highest level of regional traffic service, serve major regional facilities, and provide significant inter-community traffic service and freeway congestion relief. The initial 1991 CMP traffic level of service standard as shown in Table 1-1 is established as LOS "E" with a Regional Growth Management Strategy (RGMS) traffic level of service objective of LOS "D". The RGMS traffic objective applies to all state highways and the regional arterial system identified in the 1990 Regional Transportation Plan (Figure 2-1).
- o *Transit performance standards for frequency, routing and coordination of transit services between various operators.* The CMP transit performance standards as identified in Table 1-2 call for transit route frequencies varying from 15 to 90 minutes for the various categories of transit service, with higher RGMS transit performance objectives of 10-45 minute headways. The basic transit routing standard in both the Metropolitan Transit Development Board (MTDB) and North County Transit District (NCTD) service areas is to provide 50% of all housing within 1/4 mile of a bus stop, and 80% of all housing within 1/2 mile of a bus stop.
- o *Trip reduction and travel demand management strategies that promote alternative transportation, an improved jobs/housing balance, and parking management.* A TDM Trip Reduction program is being prepared separately as the major component of the 1991 RAQS Transportation Control Measures (TCM's) program. That trip reduction program is being developed jointly by SANDAG and the San Diego Air Pollution Control District (APCD) to meet both clean air and congestion management objectives. Upon its completion in early 1992, the final trip reduction program will be considered by SANDAG, acting as the Congestion Management Agency, for amendment into the 1991 CMP. A regional land use distribution analysis is underway as part of the RGMS and parking management is included in the air quality TCM's.
- o *Land use impact analysis program capable of estimating the costs to mitigate impacts to the regional transportation system.* The three-phased land use analysis program includes 1) an enhanced California Environmental Quality Act (CEQA) review of large projects by the local jurisdiction/project sponsor to insure traffic analysis and mitigation for project impacts to the regional transportation system, 2) a regional cumulative traffic analysis of all projects by SANDAG through the Regional Growth Forecast/Regional Transportation Plan process, and 3) the development in the 1992 CMP Update of specific project design guidelines that would support alternative travel modes including walking, bicycle, ridesharing, and public transit.

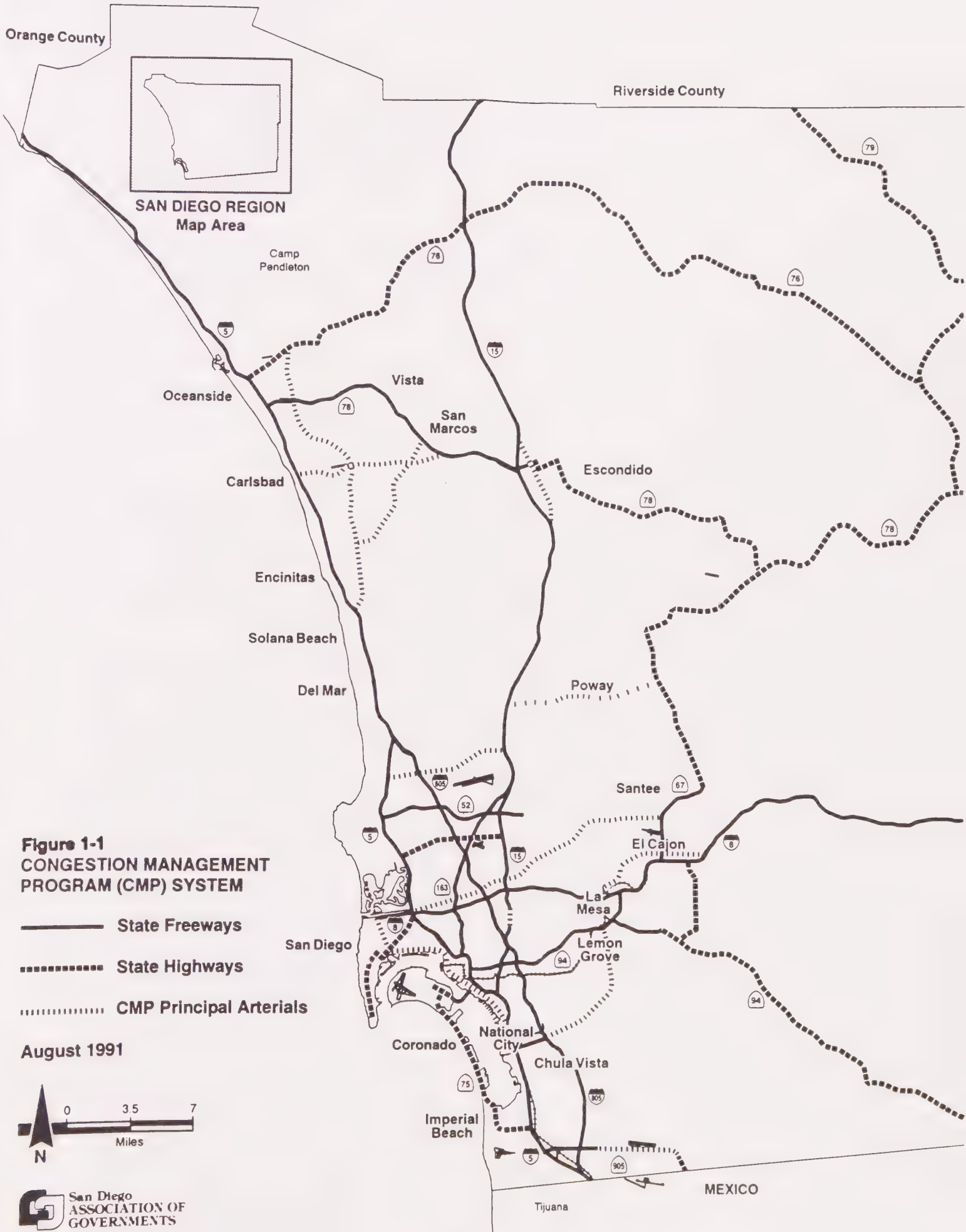


Table 1-1

FREEWAY AND ARTERIAL LEVEL OF SERVICE
CMP STANDARDS & RGMS OBJECTIVES
1991 CMP - San Diego Region

	Regional Growth Management Strategy <u>RGMS-LOS Objective</u>	Congestion Management Program <u>CMP-LOS Standard</u>
Freeways	LOS "D"	LOS "E"
Arterials	LOS "D"	LOS "E"

- NOTES:
1. "RGMS-LOS Objective" applies to all state highways and the Regional Arterial System identified in SANDAG's Regional Transportation Plan (RTP).
 2. "CMP-LOS Standard" applies to the SANDAG designated CMP Highway System including all state highways and CMP principal arterials.
 3. "CMP-LOS Standard" is LOS "E"; or LOS "F", if that is the existing 1990 Base Year LOS.
 4. Freeway and arterial LOS are measured using 1985 Highway Capacity Manual (HCM) procedures. Arterial LOS is based on arterial section speed including intersection delay. LOS is for the highest peak hour (AM or PM) in the heaviest travel direction for freeway segments and designated arterial sections.
 5. Local planning and project mitigations will attempt to achieve "RGMS-LOS Objectives"; however, the objectives may be adjusted on specific freeways, arterials, or intersections where appropriate mitigation measures have been applied to minimize effects and/or overriding social or economic benefits can be identified. Analysis and mitigations for large projects are identified through the enhanced CEQA review process described in the 1991 CMP land use analysis program.

TABLE 1-2

SAN DIEGO COUNTY REGIONAL TRANSIT ROUTING AND FREQUENCY STANDARDS

SERVICE FREQUENCY (Minutes)					
ROUTE CATEGORY	DEFINITION	Congestion Management Program		Regional Growth Strategy	
		MTDB	NCTD	MTDB	NCTD
1) <u>Limited Stop Express Service</u>	Service operating a majority of its route on a freeway or along an exclusive right-of-way with limited stops and providing peak-hour service only. Includes commuter rail service.	15	30	10	15
2) <u>Express Service</u>	Service operating a majority of its route on a freeway, major arterial, or along an exclusive right-of-way. Includes light rail service.	15	30	10	15
3) <u>Urban Corridor Service</u>	Service providing inter-community service travelling primarily along major arterials through urbanized corridors.	15	30	10	15
4) <u>Rural Corridor Service</u>	Service providing inter-community service & connections to urbanized areas travelling primarily along arterials through rural corridors.	N/A	90	N/A	45
5) <u>Local Urban Service</u>	Service providing local circulation and through routing within urban areas.	30	60	15	30

ROUTING* Source: San Diego County Regional Growth Management Strategy

Regional Growth Management Strategy Objective:

The planning of new developments and transit facilities should be coordinated with the goal of providing 50% of total dwelling units within 1/4 mile of a transit route and 80% of total dwelling units within 1/2 mile of a transit route.

SAN DIEGO COUNTY REGIONAL TRANSIT ROUTING AND FREQUENCY STANDARDS (Cont.)

COORDINATION*	
CATEGORY	STANDARDS
1) <u>Uniform Fares</u>	<p>1A Provisions for uniform fares among operators in San Diego County contained within the Uniform Fare Structure Agreement shall be annually updated.</p> <p>1B Fare levels will be established for the various levels of service provided and will be adjusted to keep pace with inflation.</p>
2) <u>Service Coordination</u>	<p>2A Scheduling of routes at major transfer points and transit centers should be coordinated to minimize passenger waiting time.</p> <p>2B Development and dissemination of route schedules and marketing information should be coordinated among all operators.</p>
3) <u>Transfers</u>	<p>3A Provisions for transfers between operators contained within the Uniform Fare Structure Agreement and the OCTD-NCTD Transfer Agreement shall be annually updated.</p> <p>3B Major transfer movements should be coordinated on a timed-transfer basis.</p>

*For use both in the Congestion Management Program (CMP) and the Regional Growth Management Strategy (RGMS).

As approved by the Transit General Manager's Group on February 20, 1991.

As approved by the Regional Growth Management Technical Committee on March 21, 1991.

- o *Seven-year capital improvement program (CIP) to maintain or improve traffic level of service and transit performance standards, mitigate regional transportation impacts, and conform to air quality programs.* The initial 1991 CMP identifies all the candidate projects submitted for new state transportation funding programs. Specific projects will be scheduled in the Regional Transportation Improvement Program (RTIP). Future CMP updates will include local projects identified through the land use impact analysis program.

CMP DATABASE AND TRANSPORTATION MODEL

SANDAG is responsible for preparation of a uniform database and regional transportation model for use in CMP analysis. SANDAG is also responsible for approving any subregional models used by local jurisdictions for assessing the impacts of development on circulation. SANDAG's Regional Growth Forecasts are the CMP uniform database and "TRANPLAN" is the regional transportation computer model for CMP travel forecasting and project analysis purposes.

DEFICIENCY PLANS

The cities and the County may develop CMP deficiency plans for highway or roadway sections within their jurisdictions that do not meet the CMP traffic level of service (LOS) standards. By designating the section as deficient, the local jurisdiction will still be consistent with the LOS standards if or when the level of service on the designated section falls below the CMP standard. The CMP deficiency plan(s) must include, 1) the cause of the deficiency, 2) a list of improvements needed to meet the LOS standards, 3) an alternative list of improvements to measurably improve system LOS and air quality, and 4) an action plan for implementing the improvements. Any alternative improvements must come from the 1991 Regional Air Quality Strategy or be separately approved by APCD. After adoption by the city or County, the deficiency plan is submitted to SANDAG for approval.

The deficiency plan process is different from the enhanced CEQA review process required under the land use analysis program. The enhanced CEQA review process is directed towards the identification and mitigation of regional transportation impacts of large projects prior to those projects receiving discretionary project approval(s). Every large project is evaluated to determine its potential impacts to the entire regional transportation system. The deficiency plan process is directed towards improving travel service on a specific portion of the CMP system that will not meet the CMP traffic LOS standards. Deficiency plans are prepared for a segment of the CMP system and not specifically related to any large project.

LOCAL AGENCY CMP CONFORMANCE

All cities and the County are responsible for conforming to the CMP including, 1) consistency with CMP traffic LOS and transit performance standards, 2) adoption and implementation of the trip reduction ordinance, and 3) adoption and implementation of a

program to analyze the impacts of land use decisions and mitigation costs. Local agencies must also develop and approve CMP Deficiency Plans as necessary, develop CMP capital improvement project submittals, and use approved traffic analysis models and the regional database for CMP analysis.

SANDAG, as the CMA, is responsible for annually monitoring CMP implementation and determining conformity of the cities and County. The annual local agency conformity determination is based on a self-certification process using a combined checklist format that is also used to self-certify conformance with the Regional Growth Management Strategy. SANDAG will make the final local agency conformity finding as part of the annual CMP Update process. The cities and the County would have 90 days to comply with the CMP if they are determined to be in nonconformance. If at the end of 90 days, any city or County remains in nonconformance, the State Controller withholds that agency's increased gas tax subventions (Section 2105 revenues) resulting from Proposition 111 until such time as SANDAG approves a conformity finding.

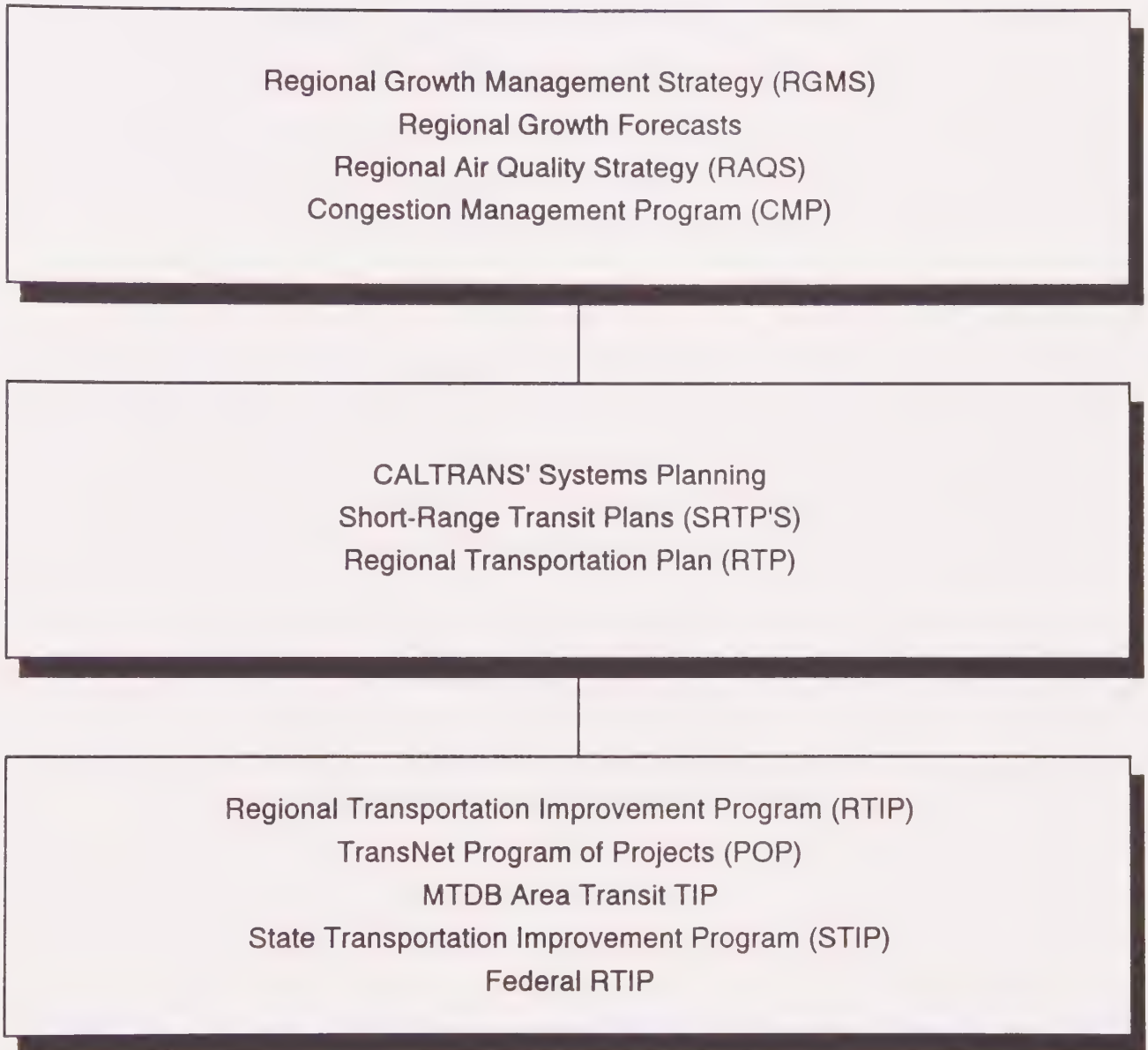
RELATED PLANS AND PROGRAMS

Figure 1-2 is a simplified flow chart identifying the various regional growth and transportation plans, programs, and strategies. SANDAG's Regional Transportation Plan (RTP) and Regional Transportation Improvement Program (RTIP) establish the region's overall transportation policy and identify those transportation facilities and programs needed to meet the region's growing travel needs. The 1990 RTP addresses the region's travel needs through a three-pronged effort of adding new transportation capacity, better management of existing transportation systems, and managing or reducing travel demand. The 1990-97 RTIP is the listing of individual major regional transportation projects and programs scheduled over that 7-year period. This 1991 CMP is being developed as an integral component of both the RTP and RTIP. The 1991 CMP will become part of the action plan of the 1992 RTP Update and the CMP capital improvement projects will be scheduled in the 1992-99 RTIP.

SANDAG, serving as the Regional Planning and Growth Management Review Board, has prepared and circulated a draft Regional Growth Management Strategy (RGMS) for review and comment. The Strategy creates a process for the 18 cities and the County to agree on goals for managing growth within the region. Using a quality of life approach, the Strategy focuses on eight important environmental and economic factors: air quality, water, sewage treatment, sensitive lands preservation and open space protection, solid and hazardous waste management, housing, and traffic congestion. This 1991 CMP was prepared to complement and strengthen the region's growth management activities. The traffic level of service and transit performance standards and objectives of the 1991 CMP and the RGMS were developed together and a single local/regional consistency process was developed to allow concurrent local agency self-certification with both the RGMS and the CMP. The 1991 CMP is an element of the Regional Growth Management Strategy. The RGMS is scheduled for approval in early 1992.

FIGURE 1-2

**REGIONAL TRANSPORTATION PLANNING &
PROGRAMMING PROCESS
San Diego Region**



The San Diego Air Pollution Control Board (APCB) is currently scheduled to approve the 1991 Regional Air Quality Strategy (RAQS) in early 1992. In April 1991, SANDAG approved and submitted to APCB the Transportation Control Measures (TCM) Plan for inclusion in the RAQS. The TCM Plan includes ten transportation tactics, four of which comprise the Regional TDM Trip Reduction Program. This 1991 CMP has been developed to fully conform with and to strengthen or reinforce the TCM Plan and trip reduction program. Both the Regional Transportation Plan (RTP) and Regional Transportation Improvement Program (RTIP) are required by federal law to conform to the State Implementation Plan (SIP) for air quality improvement. Since the CMP will be incorporated into both the RTP and RTIP, the conformity finding of the RTP and RTIP will also constitute the conformity finding of the CMP.

CMP IMPLEMENTATION AND UPDATE SCHEDULE

Implementation of the various Congestion Management Program elements by local jurisdictions and transportation operators will occur in the first year following adoption of the initial 1991 CMP. Allowing a one year phase-in of the CMP will provide local agencies with adequate time to revise any existing policies, plans, or programs to conform to the CMP. The phase-in period will also provide a transition time for "pipeline" projects now under review to meet the new CMP land use impact analysis procedures. All of the CMP elements should be fully implemented prior to adoption of the 1992 CMP Update.

This initial 1991 CMP was adopted on November 22, 1991. The 1992 CMP Update is scheduled for adoption in October 1992. The 1992 CMP Update will include the first local agency conformity determination. Future annual CMP Updates will be scheduled for adoption in October of each year to coincide with the Regional Transportation Improvement Program development and adoption schedule. SANDAG may amend the current Congestion Management Program at any time during the year if needed.

CHAPTER 2

CMP HIGHWAY SYSTEM AND TRAFFIC LOS STANDARDS

CMP HIGHWAY SYSTEM AND TRAFFIC LOS STANDARDS

INTRODUCTION

Congestion Management Program (CMP) statutes require that the CMP include traffic level-of-service (LOS) standards established for a designated CMP system [CGC 65089(b)(1)]. The CMP system shall include as a minimum all state highways and CMP principal arterials. Once designated, no highway or roadway included on the CMP system shall be removed from that system, and all new state highways and CMP principal arterials shall be added to the system. SANDAG, as the Congestion Management Agency, shall determine a uniform method for measuring traffic level-of-service and establish LOS standards for the designated CMP system. The statute provides that in no case shall the traffic LOS standard be established below a level of service LOS "E", or the current level if worse than LOS "E".

This chapter describes the current regional highway system approved in SANDAG's 1990 Regional Transportation Plan (RTP) and the newly designated CMP highway system. The method for measuring CMP traffic levels of service based on the 1985 Highway Capacity Manual procedures is described; and, the existing LOS is shown for the state freeway system. Also included are the CMP traffic level-of-service standards and Regional Growth Management Strategy (RGMS) traffic LOS objectives.

HIGHWAY SYSTEM

Regional Highway System

SANDAG's 1990 Regional Transportation Plan (RTP) describes a regional highway system including all state freeways and expressways and 93 regional arterial system routes. The freeway and expressway system provides the highest level of regional traffic service and specific route improvements and additions are identified in the RTP and the Regional Transportation Improvement Program (RTIP). The regional arterial system consists of that part of the street and highway network which provides for accessibility between communities within the region. The regional arterial system generally includes all the conventional state highways (not freeways nor expressways), selected prime arterials, and major streets and roads. The regional highway system is updated every two years as an element of the Regional Transportation Plan.

Figure 2-1 and Table 2-1 identify the current regional highway system from the 1990 Regional Transportation Plan (RTP). The system includes about 297 miles of existing freeways, 294 miles of conventional state highways, and 628 miles of non-state regional arterial routes. In 1989, the regional highway system carried about 74% of all the region's average daily vehicle travel with the freeway portion carrying nearly 53% of the total daily vehicle traffic.

CMP Highway System

The CMP highway system must include as a minimum all state highways and designated CMP principal arterials. Once a facility is designated as part of the CMP system it cannot be removed from that system. The CMP statute does not include a definition of a CMP principal arterial, thereby leaving the decision as to what routes should constitute the CMP principal arterials to each Congestion Management Agency. This section defines the CMP highway system for the 1991 CMP. The CMP highway system was prepared cooperatively with SANDAG's Regional Transportation Advisory Committee (RTAC) and the Combined Road Plan Committee (CRPC). The CMP highway system will be reviewed as part of the 1992 CMP Update to determine if there should be any further additions to the system.

The CMP highway system including both state highways and CMP principal arterials is shown on Figure 2-2. The state highway routes are the same as those described above in the regional highway system. Included are 297 miles of freeways and 294 miles of conventional state highways. If an existing state highway facility is relocated to a new highway alignment, the CMP system route location will also shift to that new alignment. In such cases the prior state highway facility, if reverted to a local street or road, will not be part of the CMP system unless specifically designated as a CMP principal arterial.

The initial CMP principal arterials are also shown on Figure 2-2. The eleven CMP principal arterial routes, which total about 96 miles, are listed on Table 2-2 and are all part of the regional arterial system. The initial CMP principal arterials were identified based on the following general criteria:

- o Routes that complete gaps in the state highway system or serve as interim highways until the future state highway facility is constructed.
- o Routes that serve major regional facilities that are not otherwise adjacent to or near an existing state highway.
- o High traffic volume routes that provide significant inter-community traffic service and/or relief to congested state highway facilities.
- o Routes that provide appropriate regional spacing on the CMP highway system.



**Figure 2-1
SIGNIFICANT
REGIONAL ARTERIAL
SYSTEM**

Freeways
Arterials



This map was produced by the



TABLE 2-1
SAN DIEGO REGION SIGNIFICANT REGIONAL ARTERIAL SYSTEM

Arterial	Boundaries
30th St/Sweetwater Rd/Willow St	National City Blvd – Bonita Rd
Balboa Ave	I-5 – I-15
Ballantyne St/Avocado Ave/Avocado Blvd	Broadway – SR-94
Black Mountain Rd/Kearny Villa Rd/Ruffin Rd	SA-680/SF-728 – Balboa Ave
Broadway (Vista)	W. Vista Way/SR-78 – So Santa Fe Av
Camino Ruiz	SA-680/SF-728 – Miramar Rd
Cannon Rd/Mar Vista Dr.	Carlsbad Blvd – SR-78
Carmel Mountain Rd/Rancho Penasquitos Blvd/Poway Rd	Sorrento Valley Rd – SR-56 (Poway Rd)
Carmel Valley Rd	North Torrey Pines Rd – El Camino Real
Centre City Pkwy	I-15 – I-15
Clairemont Mesa Blvd	Genesee Ave – Jackson Dr
College Ave	Navajo Rd – SR-94
College Blvd	North River Rd – Palomar Airport Rd
Colwood Blvd/54th St/Euclid Ave	Montezuma Rd – Sweetwater Rd
Cuyamaca St	SR-125 – Fletcher Pkwy
Del Dios Hwy */Valley Pkwy	SA-680 – Valley Center Rd
Del Mar Heights Rd/SA 710/Rancho Bernardo Rd	I-5 – I-15
Douglas Dr/North River Rd	SR-76 (Mission Ave) – SR-76 (Mission Rd)
E St/Bonita Rd/San Miguel Rd	I-5 – SR-125
El Camino Real (S-11)	Douglas Dr – Manchester Ave
El Camino Real	Via de la Valle – Carmel Valley Rd/SR-56
Encinitas Blvd	First St – El Camino Real
Fairmount Ave	I-8 – El Cajon Blvd
Fletcher Pkwy/Broadway (El Cajon)	I-8 – I-8
Friars Rd	Sea World Dr – Mission Gorge Rd
Genesee Ave	N. Torrey Pines Rd – SR-163
Gilman Dr	La Jolla Village Dr – I-5
H St/East H St	I-5 – SR-125
Harbor Dr/Grape St/Hawthorne St	Rosecrans – Pacific Hwy
Harbor Dr	Pacific Hwy – I-5 (National City)
Hill St/Carlsbad Blvd/1st St/Coast Hwy (S-21)	I-5 (Oceanside) – Via de la Valle
Jackson Dr	SR-52 – I-8
L St/Telegraph Canyon Rd/Otay Lakes Rd	I-5 – SR-94
La Costa Ave	Carlsbad Blvd – El Camino Real
La Jolla Village Dr/Miramar Rd	N. Torrey Pines Rd – I-15
Laurel St	Harbor Dr – I-5
Leucadia Blvd/Olivenhain Rd	1st St – Rancho Santa Fe Rd
Main St/Otay Valley Rd/Heritage Rd	I-5 – SR-905
Manchester Ave	El Camino Real – I-5
Mapleview St/Lake Jennings Rd	SR-67 – I-8
Market St/Valencia Pkwy/Imperial Ave/Lemon Grove Ave	Harbor Dr – SR-94
Melrose Dr	SR-76 – Rancho Santa Fe Rd
Mira Mesa Blvd	I-805 – I-15
Mission Road (S-13; incl. Main St in Fallbrook)	I-15 – SR-76
Mission Gorge Rd/Woodside Ave	I-8 – SR-67
Montezuma Rd	Fairmount Ave – El Cajon Blvd

* – Section of Via de la Valle/Paseo Delicias/Del Dios Hwy between El Camino Real and SA-680 under review as part of Mid-County Study.

09/19/91

TABLE 2-1: SAN DIEGO COUNTY REGIONAL ARTERIAL SYSTEM (continued)

Arterial	Boundaries
Morena Blvd	Balboa Ave – I-8
National City Blvd/Broadway/Beyer Blvd/Dairymart Rd	I-5 – I-5
Navajo Rd	College Ave – Fletcher Pkwy
Nimitz Blvd	I-8 – Harbor Dr
Nobel Dr	I-5 – Miramar Rd
North Torrey Pines Rd (S-21)	Carmel Valley Rd – La Jolla Village Dr
Oceanside Blvd/Bobier Dr	Hill St – E. Vista Way
Otay Lakes Rd/La Media Rd	Bonita Rd – Orange Ave
Otay Mesa Rd	SR-905 – SR-125
Pacific Highway	Sea World Dr – Harbor Dr
Palomar Rd/Orange Ave	I-5 – SR-125
Palomar Airport Rd/San Marcos Blvd	Carlsbad Blvd – Mission Rd
Plaza Blvd/Paradise Valley Rd/Jamacha Blvd	National City Blvd – SR-94
Pomerado Rd	I-15 – I-15
Rancho Bernardo Rd/Espola Rd	I-15 – Poway Rd
Rancho Santa Fe Rd	Mission Rd – Olivenhain Rd
Regents Rd	Genesee Ave – SR-52
Rosecrans St/Canon St/Catalina Blvd/Cabrillo Memorial Dr (SR-209)	I-8 – Cabrillo Monument
S-1 (Buckman Springs Rd)	I-8 – SR-94
S-2 (San Felipe Rd/Great Southern Overland Route)	S-22 – Imperial Co Line
S-3 (Borrego Springs Rd/Yaqui Pass Rd)	Palm Canyon Dr (S-22) – SR-78
S-22 (Montezuma Valley Rd/Palm Canyon Dr)	SR-79 – Imperial Co Line
SA-604 (Highland Valley Rd)/SA-603	Pomerado Rd – SR-67 (Ramona)
SA 680/Camino del Norte	Del Dios Hwy – SR-56
Sorrento Valley Rd	Carmel Valley Rd – I-805
South Santa Fe Ave/Mission Rd/Mission Ave	Broadway (Vista) – Centre City Pkwy
South Poway Pkwy	I-15 – SR-67
Spring St	I-8 – SR-125
SR-56 (North City Pkwy/Twin Peaks Rd/Espola Rd/Poway Rd)	I-15 – SR-67
SR-67	SR-78 – Maplevue St
SR-75 (3rd-4th Ave/Orange Ave/Strand Blvd/Palm Ave)	I-5 – I-5
SR-76 (Mission Ave/Mission Rd/Pala Rd)	I-5 – SR-79
SR-78 (Broadway/Washington Ave/Ash St/San Pasqual Rd/Julian Rd)	End of freeway (Escondido) – Imperial Co
SR-79	Riverside County Line – I-8
SR-94/Old Hwy 80	Avocado Blvd – I-8
SR-125 (SR-125/Fanita Pkwy)	SR-56 – SR-52
SR-282 (3rd/4th Ave-Coronado)	Alameda Blvd – SR-75
Sunrise Highway	SR-79 – I-8
Sunset Cliffs Blvd/Sea World Dr	I-8 – Morena Blvd
Tecate Rd	SR-94 – Border Crossing
Valley Center Rd/Bear Valley Pkwy	SR-76 – I-15
Via de la Valle *	Hwy 101 (S-21) – El Camino Real
West Vista Way	Jefferson Rd/SR-78 – Santa Fe Ave
East Vista Way	Santa Fe Ave – SR-76
Washington St/El Cajon Blvd	Pacific Hwy – I-8
Winter Gardens Blvd/2nd St/Jamacha Rd	SR-67 – SR-94
Via de la Valle	Hwy 101/Cmo del Mar – El Camino Real

* – Section of Via de la Valle/Paseo Delicias/Del Dios Hwy between El Camino Real and SA-680 under review as part of Mid-County Study.



Table 2-2

1991 CMP PRINCIPAL ARTERIALS
San Diego Region

1. Manchester Avenue/El Camino Real (I-5 to SR76/Mission Avenue).
2. Palomar Airport Road/San Marcos Boulevard (I-5 to SR78).
3. Olivenhain Road/Rancho Santa Fe Road (El Camino Real to SR78).
4. Centre City Parkway (I-15 North to I-15 South).
5. Scripps North Parkway/South Poway Parkway (I-15 to SR67).
NOTE: Includes unconstructed segments.
6. La Jolla Village Drive/Miramar Road (I-5 to I-15).
7. Sea World Drive/Friars Road/Mission Gorge Road/Woodside Avenue (I-5 to SR67).
8. Fletcher Parkway/Broadway/E. Main Street/Greenfield Drive (I-8 West to I-8 East).
9. Nimitz Boulevard/North Harbor Drive/Grape & Hawthorne Streets/Pacific Highway/
Harbor Drive (I-8 to I-5).
10. South Bay Parkway-Interim SR54 & Sweetwater Road-Interim SR125 (I-805 to
Broadway).***
11. Otay Mesa Road-Interim SR905 (SR905 West to SR905 East).***

NOTE: *** These CMP Principal Arterials are designated as interim facilities on the CMP network and will be replaced by the state highway following their construction.

Two of the CMP principal arterial routes are specifically designated as interim facilities pending the construction of the future state highway facility. These are the interim SR54/SR125 South Inner Loop and the interim SR905 Otay Mesa Road connection to the Second Border Crossing.

TRAFFIC LOS STANDARDS

The 1991 Congestion Management Program includes traffic level of service standards and objectives for both freeways and arterials. Both SANDAG and CALTRANS District 11 staff use standard 1985 Highway Capacity Manual (HCM) procedures for measuring freeway level of service. The freeway level of service information in this chapter was jointly prepared by SANDAG and CALTRANS. During 1990, SANDAG contracted with JHK & Associates to undertake a regional arterial system traffic level of service (LOS) analysis study. The primary objective of the study was to develop a uniform level of service analysis process, and to quantify existing operating conditions and levels of service on the regional arterial system. Another study objective was to develop and implement a database management procedure to maintain an up-to-date assessment of forecast future operating conditions on the regional arterial system. The JHK study is nearing completion with a final report due in early 1992. The final "Arterial Level of Service Analysis Study" will serve as a technical appendix to the 1991 CMP documenting CMP arterial level of service analysis procedures and quantifying the existing regional arterial system operating conditions.

Traffic LOS Measurement Process

Traffic level of service is a qualitative measurement of vehicle speed, travel time or delays, traffic interruptions, freedom to maneuver, safety, driving comfort, convenience, and operating cost. Table 2-3 is a summary of the operating characteristics of the traditional six traffic level of service categories LOS "A" to LOS "F". Actual LOS varies throughout the day on a given facility typically in direct relation to changes in the hourly traffic volumes, although the stated LOS rating is usually based on peak-hour operations. There are a number of different methods that are currently used to measure or calculate traffic level of service (LOS) on freeways, arterials, and at signalized intersections. Each method has been developed for a specific purpose and has certain benefits and drawbacks. One of the primary purposes of the JHK & Associates regional arterial system LOS analysis study was to conduct a review of the various methods to measure LOS and develop a recommended method for CMP level of service measurement purposes.

The JHK & Associates study has recommended the use of procedures in the "1985 Highway Capacity Manual (HCM), Chapter 11, Urban and Suburban Arterials", be used for measuring regional arterial LOS, except for rural two-lane highways. (Measurement of traffic LOS for rural two-lane highways would use "1985 HCM, Chapter 8, Rural Two-Lane Highways" procedures.) The Chapter 11 methodology provides arterial level of service on an individual segment basis, which is the one-directional distance from one signalized intersection to the next, or over a longer section basis containing two or more consecutive arterial segments. This method relates arterial level of service to estimated travel speed incorporating the effects of signalized intersection delay to through traffic and

mid-block delay. The delay to through traffic at signalized intersections is determined using the procedures in the "1985 HCM, Chapter 9, Urban Street Signalized Intersections". The final JHK & Associates report will provide a full description of the LOS procedures.

Both SANDAG and CALTRANS District 11 staff also use 1985 Highway Capacity Manual (HCM) procedures for measuring CMP traffic level of service on state freeways. The freeway LOS procedures generally use weekday traffic volumes adjusted for peak-hour and directional factors. Freeway capacity is generally assumed as 2,000 vehicles per hour per lane and is adjusted on a link basis to account for terrain factors. Existing calculated level of service ratings are then field checked by CALTRANS where needed using a floating car survey method. Any adjustments are then made to individual freeway segment lane capacity or other factors to calibrate calculated with actual observed level of service.

Traffic LOS Standards and Objectives

One of the main purposes of both the Congestion Management Program (CMP) and the Regional Growth Management Strategy (RGMS) is to improve the region's quality of life by reducing the growing congestion on the regional transportation system. Both the CMP and the RGMS address this problem through the establishment of traffic level of service (LOS) standards and objectives as described in this section. The impacts of major projects on the LOS standards and objectives are then evaluated and mitigated through the land use analysis program described in Chapter 5.

Table 2-4 contains the CMP traffic level of service standards and the RGMS traffic level of service objectives. These standards and objectives were developed with SANDAG's transportation committees and the RGMS Technical Committee.

The initial 1991 CMP traffic level of service standard is established as LOS "E, or LOS "F", if that is the actual 1990 base year level of service. This is the minimum LOS standard prescribed in the CMP statutes. Most Congestion Management Agencies (CMA's) are recommending the minimum statutory CMP standard for their initial CMP with the understanding that the LOS standard may be revised in future annual CMP Updates, as long as the standard remains equal or better than the statutory minimum. The CMP-LOS standard applies to the designated CMP system described in this chapter including all state highways and CMP principal arterials. The LOS standard is established for individual CMP system freeway segments and for CMP principal arterial sections based on 1985 Highway Capacity Manual analysis procedures. The LOS standard is for the highest peak hour (AM or PM) in the heaviest travel direction. Although the LOS standard does not directly apply to individual intersections, the intersection delay is an integral part of the LOS measurement for arterial sections. The arterial LOS is strongly influenced by the number of signals per mile and the average intersection delay. The CMP-LOS standard represents the minimum allowable traffic level of service for CMP compliance, unless an agency prepares a CMP deficiency plan as described in Chapter 5. A more desirable or better traffic LOS objective has been established as part of the Regional Growth Management Strategy as described below.

Table 2-3

TRAFFIC LEVEL OF SERVICE (LOS) DESCRIPTIONS

LOS "A" -	FREE FLOW CONDITION with low vehicular volumes, high travel speeds, and minimal intersection delays.	
	o 8-Lane Freeway Volume/Capacity Range:	0.00-0.42
	o Arterial Actual Speed/Posted Speed:	0.90-1.00
	o Intersection Delay Range:	5 sec. or less
LOS "B" -	STEADY FLOW CONDITION although operating speeds are somewhat restricted by traffic conditions with moderate intersection delay.	
	o 8-Lane Freeway Volume/Capacity Range:	0.43-0.62
	o Arterial Actual Speed/Posted Speed:	0.70-0.89
	o Intersection Delay Range:	5-15 seconds
LOS "C" -	STABLE FLOW CONDITION although vehicle operation becomes significantly affected by other traffic and significant intersection delay.	
	o 8-Lane Freeway Volume/Capacity Range:	0.63-0.79
	o Arterial Actual Speed/Posted Speed:	0.50-0.69
	o Intersection Delay Range:	15-25 seconds
LOS "D" -	APPROACHING UNSTABLE FLOW CONDITION where speed and freedom to maneuver become severely restricted and begin extensive intersection delays.	
	o 8-Lane Freeway Volume/Capacity Range:	0.80-0.92
	o Arterial Actual Speed/Posted Speed:	0.40-0.49
	o Intersection Delay Range:	25-40 seconds
LOS "E" -	EXTREMELY UNSTABLE FLOW CONDITION with traffic volumes at or near the maximum highway capacity. All speeds are reduced to a low but relatively uniform speed.	
	o 8-Lane Freeway Volume/Capacity Range:	0.93-1.00
	o Arterial Actual Speed/Posted Speed:	0.30-0.39
	o Intersection Delay Range:	40-60 seconds
LOS "F" -	FORCED OR RESTRICTED FLOW CONDITION with low uneven traffic speeds, frequent stop and go operation, and considerable to severe traffic delay including extensive intersection delay.	
	o 8-Lane Freeway Volume/Capacity Range:	1.01 or more
	o Arterial Actual Speed/Posted Speed:	0.00-0.29
	o Intersection Delay Range:	60 sec. or more

Table 2-4

FREEWAY AND ARTERIAL LEVEL OF SERVICE
CMP STANDARDS & RGMS OBJECTIVES
1991 CMP - San Diego Region

	Regional Growth Management Strategy <u>RGMS-LOS Objective</u>	Congestion Management Program <u>CMP-LOS Standard</u>
Freeways	LOS "D"	LOS "E"
Arterials	LOS "D"	LOS "E"

- NOTES:
1. "RGMS-LOS Objective" applies to all state highways and the Regional Arterial System identified in SANDAG's Regional Transportation Plan (RTP).
 2. "CMP-LOS Standard" applies to the SANDAG designated CMP Highway System including all state highways and CMP principal arterials.
 3. "CMP-LOS Standard" is LOS "E"; or LOS "F", if that is the existing 1990 Base Year LOS.
 4. Freeway and arterial LOS are measured using 1985 Highway Capacity Manual (HCM) procedures. Arterial LOS is based on arterial section speed including intersection delay. LOS is for the highest peak hour (AM or PM) in the heaviest travel direction for freeway segments and designated arterial sections.
 5. Local planning and project mitigations will attempt to achieve "RGMS-LOS Objectives"; however, the objectives may be adjusted on specific freeways, arterials, or intersections where appropriate mitigation measures have been applied to minimize effects and/or overriding social or economic benefits can be identified. Analysis and mitigations for large projects are identified through the enhanced CEQA review process described in the 1991 CMP land use analysis program.

The Regional Growth Management Strategy (RGMS) traffic level of service objectives serve as the major transportation system quality of life measure. Attainment of the LOS objective will become one of the basic measures of the overall success of the Regional Growth Management Strategy. The draft RGMS has established a traffic level of service objective of LOS "D". This RGMS-LOS objective applies to all state highways and the regional arterial system identified in this chapter and in the 1990 Regional Transportation Plan (RTP). The LOS objective is also for the highest peak hour in the heaviest travel direction measured for individual freeway segments and regionally significant arterial sections. In many cases existing highways and arterials already exceed the RGMS-LOS objective. The intent of the LOS objective is that all future planning and project mitigation programs will attempt to achieve the desired LOS objectives, with the provision that the objective may be adjusted on specific roadways or intersections where appropriate mitigation measures have been applied to minimize effects and/or overriding social or economic benefits can be identified.

Existing Traffic LOS

This section includes a map and listing of the existing 1990 base year traffic level of service on the state freeway system. The freeway LOS has been measured by SANDAG and CALTRANS District 11 staff using the 1985 Highway Capacity Manual procedures described earlier in this chapter including field checks by CALTRANS using the floating car survey technique. Figure 2-3 shows the 1990 freeway level of service in three traffic LOS ranges. The LOS is shown for the worst case peak period which may be either AM or PM depending on the specific facility and traffic characteristics. The three ranges are LOS "A-C" which generally represents stable traffic flow with peak hour speeds in the 45 mph and higher range. The LOS "D-E" category includes freeways approaching or in an unstable peak hour traffic flow condition with peak hour vehicle speeds in the 35-45 mph range. The freeway LOS "F" category represents current peak hour restricted or forced flow stop-and-go operations with vehicle speeds under 35 mph. Table 2-5 is a listing of the San Diego region freeways with their 1990 average weekday traffic volumes and existing level of service ratings.

As previously discussed in this chapter, one of the major objectives of the JHK & Associates traffic LOS study was to quantify existing operating conditions on the regional arterial system including 1990 base year traffic levels of service. The existing base year level of service on the regional arterials will be published as part of the final "Arterial Level of Service Analysis Study" serving as a technical appendix to the 1991 CMP. The review of the existing 1990 base year LOS for the regional arterials by the local agencies is nearing completion with the final report due by the end of 1991. All of the existing 1990 LOS information for both the freeways and regional arterials is interim in this 1991 CMP and will be reaffirmed as part of the 1992 CMP Update. This will insure that all local agencies and the public have an adequate opportunity to fully review and comment on the LOS measurements prior to final adoption in the 1992 CMP Update.

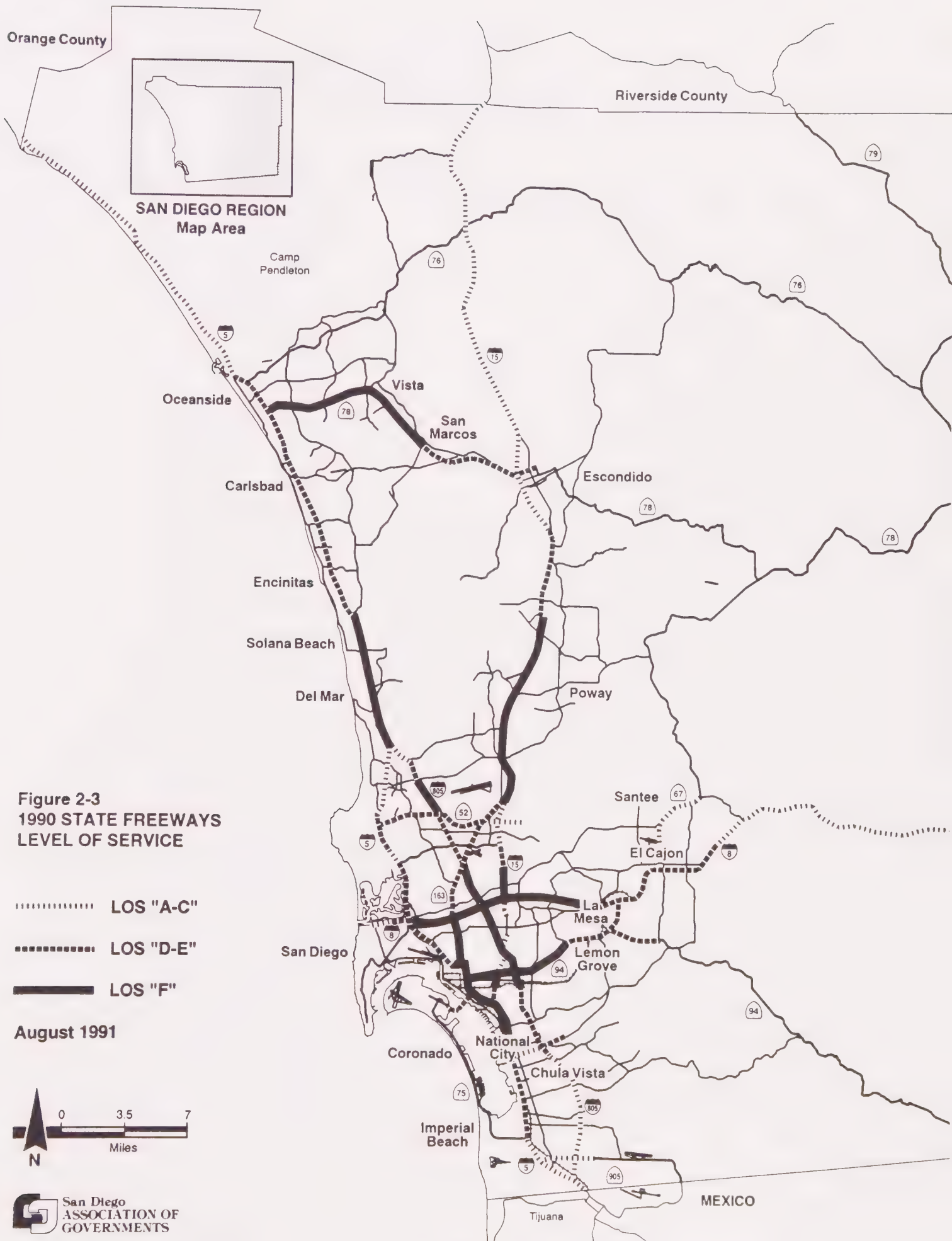


Table 2-5

EXISTING 1990 FREEWAY SYSTEM LEVEL OF SERVICE (LOS)
1991 CMP - San Diego Region

<u>Route</u>	<u>Location/Limits</u>	<u>Length (miles)</u>	<u>1990 Average Weekday Traffic</u>	<u>LOS</u>
I-5	Mexico Border to SR905	3.00	43,700-77,600	A
	SR905 to SR75 (S)	1.54	89,600-99,900	B
	SR75(S) to "L" St.	2.17	132,500-144,200	D
	"L" St. to SR54	2.62	141,000-155,900	E
	SR54 to 1st Ave.	7.18	154,000-221,600	F
	1st Ave. to SR274	6.91	133,800-220,400	E
	SR274 to Mission Bay Dr.	0.45	120,800	C
	Mission Bay Dr. to Gilman Dr.	2.86	161,700-180,600	E
	Gilman Dr. to I-805	3.89	108,100-128,300	C
	I-805 to Manchester Ave.	7.77	188,500-221,200	F
	Manchester Ave. to Santa Fe Dr.	2.14	166,000-170,000	E
	Santa Fe Dr. to SR78	10.59	152,900-165,300	D
	SR78 to Oceanside Blvd.	1.14	150,900-155,800	E
	Oceanside Blvd. to Hill St.	1.61	130,200-138,700	D
	Hill St. to Orange Co. Line	18.17	105,300-109,800	B
I-8	Sunset Cliffs Blvd. to Midway	0.76	55,100	C
	Midway Dr. to I-5	1.11	100,900	D
	I-5 to Fletcher Pkwy.	10.48	169,500-299,000	F
	Fletcher Pkwy. to Jackson Dr.	1.28	162,600-168,500	E
	Jackson Dr. to SR125	0.62	159,000-160,100	D
	SR125 to Johnson Ave.	2.93	166,400-214,100	E
	Johnson Ave. to Greenfield Dr.	3.43	61,600-148,400	D
	Greenfield Dr. to Lake Jennings	3.09	48,500	C
I-15	Lake Jennings Rd. to Tavern Rd.	8.09	32,200-36,400	B
	Tavern Rd. to Imperial Co. Line	47.07	11,000-21,400	A
	I-5 to Imperial Ave.	0.95	77,400-80,700	D
	Imperial Ave. to SR94	0.74	86,100-88,300	F
	SR94 to Landis St.	2.16	46,400-67,000	B
	Adams Ave. to I-8	1.12	38,600-56,700	C
	I-8 to Aero Dr.	2.10	156,500-157,600	F
	Aero Dr. to SR274	0.98	141,000	E
	SR274 to SR163	2.87	101,800-127,700	C
	SR163 to Bernardo Center Dr.	11.46	156,800-228,000	F
	Bernardo Ctr. Dr. to Centre City	4.63	146,300-171,700	E
	Centre City Pkwy. to SR78	4.02	132,500-147,300	C
	SR78 to Deer Springs	5.04	62,000-80,000	B
	Deer Spgs. Rd. to Riverside Co.	18.51	60,400-64,400	A

Table 2-5 (Continued)

EXISTING 1990 FREEWAY SYSTEM LEVEL OF SERVICE (LOS)
1991 CMP - San Diego Region

<u>Route</u>	<u>Location/Limits</u>	<u>Length (miles)</u>	<u>1990 Average Weekday Traffic</u>	<u>LOS</u>
SR52	I-5 to SR163	6.37	84,400-95,500	E
	SR163 to I-15	1.00	8,100-11,600	A
	I-15 to Santo Rd.	1.19	14,000	B
SR54	I-5 to I-805	1.86	34,100	B
	I-805 to Reo Dr.	0.83	53,000	D
SR67	I-8 to Prospect Ave.	1.95	82,400-93,100	C
	Prospect to Maplevue	2.96	30,200-56,200	B
SR75	Toll Plaza to I-5	2.00	68,000	D
SR78	I-5 to Rancho Sante Fe Rd.	10.68	91,500-121,800	F
	R. Sante Fe to San Marcos Blvd.	1.53	90,700	E
	San Marcos Blvd. to Broadway	5.53	37,800-118,800	D
SR94	I-5 to College Ave.	6.35	115,500-196,200	F
	College Ave. to Kenwood Dr.	4.00	63,000-135,200	E
	Kenwood Dr. to Avocado Blvd.	1.50	48,200-55,100	D
SR125	SR94 to I-8	1.82	70,200-87,500	D
SR163	Ash St. to I-8	3.16	101,000-171,400	F
	I-8 to I-15	7.83	140,100-212,100	E
I-805	I-5(S) to SR905	1.34	37,200-37,700	A
	SR905 to Orange Ave.	2.61	70,300-96,000	B
	Orange Ave. to Bonita Rd.	3.40	111,900-147,900	C
	Bonita Rd. to Imperial Ave.	4.56	160,100-180,500	D
	Imperial Ave. to Market St.	0.61	194,700	E
	Market St. to SR163	7.66	179,200-236,500	F
	SR163 to SR52	3.03	170,500-181,500	E
	SR52 to La Jolla Village Dr.	2.29	171,600-177,100	F
	La Jolla Vill. to Mira Mesa Blvd.	1.16	147,400	D
	Mira Mesa Blvd. to I-5(N)	1.45	115,400	C
SR905	I-5 to Otay Mesa Rd.	3.22	28,900-35,000	B

CHAPTER 3

TRANSIT PERFORMANCE STANDARDS

TRANSIT PERFORMANCE STANDARDS

INTRODUCTION

Congestion Management Program (CMP) statutes require that the CMP include "Standards established for the frequency and routing of public transit, and for the coordination of transit service provided by separate operators" [CGC 65089(b)(2)]. The purpose of establishing transit performance standards is to ensure that transit considerations become an important component in the development of a balanced transportation system that can help relieve congestion, provide an alternative to the single-occupant automobile, help improve air quality, and support TDM trip reduction programs. The consideration of transit improvements is required in the CMP land use analysis program and consistency with CMP transit standards is part of the CMP conformity determination process. This chapter first describes the San Diego region's public transit system. The chapter also includes the new CMP transit performance standards and compares them to the existing and currently planned transit services.

REGIONAL TRANSIT SYSTEM

The San Diego region is served by a number of different transit operators providing a wide variety of transit services. Currently, there are 11 fixed-route services being operated within the region, along with 15 demand-responsive (dial-a-ride) services. The various services have been integrated through a series of agreements and policies regarding fare structure and transfer policies, as well as public information activities, into a coordinated regional public transit system.

As shown in Table 3-1, the region's fixed-route services operated nearly 600 vehicles providing approximately 24 million miles of service carrying in excess of 55 million total passengers in FY90. These services include ten integrated fixed-route bus operations and the San Diego Trolley. All but one of the region's transit operators (Amarillo y Rosa) provide lift-equipped services. SANDAG's 1990 Regional Transportation Plan (RTP) further describes the region's fixed-route and demand-responsive transit services.

The region's public transit services are generally provided within two transit development board areas. The North San Diego County Transit Development Board (NSDCTDB) area is served by the North County Transit District (NCTD). The Metropolitan Transit Development Board (MTDB) area is served by nine fixed-route systems, including the County Express Bus System which operates express bus service throughout the County to downtown San Diego and Kearny Mesa. The County Rural Bus System serves the rural East County areas outside of the transit development board areas.

TABLE 3-1

FIXED-ROUTE TRANSIT OPERATORS
SAN DIEGO REGION
(FY90 DATA)

<u>Operator</u>	<u>First Year of Operation</u>	<u>Vehicle Service Miles (000's)</u>	<u>Total Passengers (000's)</u>	<u>Operating Cost (000's)</u>	<u>Fare Revenue (000's)</u>	<u>Operated by Private Contractor</u>
Amarillo Y Rosa	1987	450	1,363	\$ 932	\$ 912	Yes
Chula Vista Transit (SCOOT)	1970	657	1,358	1,432	617	Yes
County Transit System						
- East County Suburban Service	1979	1,351	1,278	2,292	673	Yes
- Poway Suburban Service	1979	391	265	653	144	Yes
- Rural Bus	1975	146	19	219	28	Yes
- Express Bus	1981	268	202	906	355	Yes
National City Transit	1979	290	1,037	887	464	Yes
North County Transit District	1976	7,960	10,653	19,625	6,260	No
Other MTDB Contract Routes	N/A	138	285	322	159	Yes
San Diego Transit	1967	10,374	29,962	44,781	19,024	No
San Diego Trolley	1981	4,015	16,006	13,320	12,431	No
Strand Express Agency	1980	455	1,037	1,297	681	Yes

Source: 1990 Regional Transportation Plan. SANDAG, January 1991

Both the Metropolitan Transit Development Board (MTDB) and the North County Transit District (NCTD) annually prepare seven-year Short Range Transit Plans (SRTP) that detail existing service and planned seven-year transit service improvements. The SRTP's are the primary source of transit operating information on a route basis and the SRTP's also consolidate the various transit goals, objectives, and policies of the region's transit operators.

CMP TRANSIT PERFORMANCE STANDARDS

New CMP transit performance standards have been developed for frequency (headways) and routing of public transit, and for coordination between operators. These transit standards were prepared jointly with the Transit General Managers' Group and with the Regional Growth Management Technical Committee.

Transit Frequency of Service

Table 3-2 contains the CMP fixed-route transit service frequency or headway standards. The table also includes a more desirable or better transit service frequency objective that has been developed as a Regional Growth Management Strategy (RGMS) objective. Separate transit frequency CMP standards and RGMS objectives have been established for the NCTD and MTDB service areas and for five different categories of transit routes within each area. In general, the CMP standards call for transit headways varying from 15 minutes for MTDB area urban services to 90 minutes for NCTD area rural corridor service. The RGMS objectives range from 10 minute urban service in the MTDB area to 45 minute rural corridor service in the NCTD area.

Different frequency of service standards were established for the two transit development board areas due largely to the differing service area characteristics. An analysis was made comparing both existing and year 2000 forecast population and employment densities for the NCTD and MTDB areas. Existing population densities in the MTDB south and central metropolitan areas are largely in the 4,000 to 6,000 and over persons per square mile range, while population densities in the North County NCTD area are predominantly in a range of 500-2,000 persons per square mile. Similarly, the MTDB area has a significantly higher amount of the region's total employment than does the NCTD service area. Although both population and employment will continue to grow in the North County, the relative population and employment densities are forecast to remain less than in the MTDB areas.

The transit frequency standards and objectives included in Table 3-2 were evaluated as to their effects on currently planned transit improvements. Based on planned transit service levels in SANDAG's 1990 Regional Transportation Plan (RTP) and the MTDB and NCTD Short Range Transit Plans it is forecast that by the year 2000, daily transit boardings will total about 279,400 with a yearly annual operating cost of about \$121.5 million. Based on the CMP frequency standards the year 2000 daily boardings were forecast to increase by 29,800 at an additional operating cost of \$10.1 million. By contrast, attainment of the higher level RGMS transit service frequency objectives by the year 2000 could increase

TABLE 3-2

SAN DIEGO COUNTY REGIONAL TRANSIT ROUTING AND FREQUENCY STANDARDS

SERVICE FREQUENCY (Minutes)					
ROUTE CATEGORY	DEFINITION	Congestion Management Program		Regional Growth Strategy	
		MTDB	NCTD	MTDB	NCTD
1) <u>Limited Stop Express Service</u>	Service operating a majority of its route on a freeway or along an exclusive right-of-way with limited stops and providing peak-hour service only. Includes commuter rail service.	15	30	10	15
2) <u>Express Service</u>	Service operating a majority of its route on a freeway, major arterial, or along an exclusive right-of-way. Includes light rail service.	15	30	10	15
3) <u>Urban Corridor Service</u>	Service providing inter-community service travelling primarily along major arterials through urbanized corridors.	15	30	10	15
4) <u>Rural Corridor Service</u>	Service providing inter-community service & connections to urbanized areas travelling primarily along arterials through rural corridors.	N/A	90	N/A	45
5) <u>Local Urban Service</u>	Service providing local circulation and through routing within urban areas.	30	60	15	30

ROUTING*

Regional Growth Management
Strategy Objective:

The planning of new developments and transit facilities should be coordinated with the goal of providing 50% of total dwelling units within 1/4 mile of a transit route and 80% of total dwelling units within 1/2 mile of a transit route.

SAN DIEGO COUNTY REGIONAL TRANSIT ROUTING AND FREQUENCY STANDARDS (Cont.)

COORDINATION*	
CATEGORY	STANDARDS
1) <u>Uniform Fares</u>	<p>1A Provisions for uniform fares among operators in San Diego County contained within the Uniform Fare Structure Agreement shall be annually updated.</p> <p>1B Fare levels will be established for the various levels of service provided and will be adjusted to keep pace with inflation.</p>
2) <u>Service Coordination</u>	<p>2A Scheduling of routes at major transfer points and transit centers should be coordinated to minimize passenger waiting time.</p> <p>2B Development and dissemination of route schedules and marketing information should be coordinated among all operators.</p>
3) <u>Transfers</u>	<p>3A Provisions for transfers between operators contained within the Uniform Fare Structure Agreement and the OCTD-NCTD Transfer Agreement shall be annually updated.</p> <p>3B Major transfer movements should be coordinated on a timed-transfer basis.</p>

*For use both in the Congestion Management Program (CMP) and the Regional Growth Management Strategy (RGMS).

As approved by the Transit General Manager's Group on February 20, 1991.

As approved by the Regional Growth Management Technical Committee on March 21, 1991.

daily transit boardings compared to the SRTP's by 89,500 with an increased annual operating cost of about \$40.5 million. As a point of comparison, for FY1990-91, the estimated annual operating cost for all public transit service in the San Diego region was about \$86 million with daily boardings estimated to be 200,000.

Table 3-3 contains a listing of the existing and planned future service frequencies for the region's fixed transit routes by each of five route categories. The table also compares these service frequencies with the CMP standard identified in Table 3-2. Of the 94 existing transit routes, 68 or about 72% currently meet the CMP frequency standard. Based on information from the NCTD and MTDB seven-year Short Range Transit Plans, it is planned that 82 or about 84% of the 98 transit routes in FY99 will meet the CMP frequency standard. Most of the existing transit routes identified in Table 3-3 do not meet the higher RGMS service frequency objectives. Of the existing 94 routes, only 11 or 12% currently meet the RGMS service frequency objectives. Based on the MTDB and NCTD Short Range Transit Plans, only 17 of the planned 98 transit routes in FY99 will meet the higher RGMS frequency objectives. Financing improvements to the current and planned transit service frequencies should be a consideration in the CMP land use analysis and mitigation programs.

Transit Routing

Table 3-2 contains the transit service area routing standard. The basic routing standard is intended to better coordinate new developments with transit services through the establishment of a standard of 50% of total housing being located within 1/4 mile of a transit route and 80% of total housing within 1/2 mile of a transit route. The routing standard, which is an indicator of transit service area coverage, is the same for both the NCTD and MTDB transit service areas. The CMP routing standard is the same as the Regional Growth Management Strategy routing objective. Figure 3-1 shows the existing and currently programmed ten-year transit service routing coverage for both the MTDB and NCTD service areas.

Transit Coordination

The San Diego region has been a model for the coordination of transit services among the region's various transit operators and the two transit development boards. All of the region's transit operators and SANDAG meet on a 2-3 week basis through the Transit General Managers' Group to develop and coordinate transit policies and to review all proposed major transit developments and services. Coordination through the Transit General Managers' Group and other transit coordinating groups is effective in pooling transit operator and public agency expertise, as well as funding, and has resulted in features such as the Uniform Fare Structure Agreement, the Regional Telephone Information System, and the Regional Transit Guide.

Table 3-2 contains the CMP transit coordination standards for Uniform Fare Structure, Transit Service Coordination, and Transit Transfers. All of these standards will be reviewed and updated through the Transit General Managers' Group on an as needed basis, and any revisions will be incorporated in future CMP updates.

TABLE 3-3

NORTH COUNTY TRANSIT DISTRICT
PEAK-PERIOD WEEKDAY TRANSIT FREQUENCY STANDARDS
COMPARISON OF CURRENT AND PLANNED TRANSIT SERVICE

Route Category/Standard	Route #	Existing Frequency(1) (Minutes)	Meets CMP Standard	Planned Frequency(2) (Minutes)	Meets CMP Standard	Comments
Limited Stop Express Service	Coastal					
NCTD CMP Standard: 30 minutes	Commuter Rail	—	N/A	30	Yes	Dependent on acquiring AT&SF ROW.
Total Number Routes:		0		1		
Routes Meeting Standard:		0		1		
% Routes Meeting Standard:		N/A		100%		
Express Service						
NCTD CMP Standard: 30 minutes	310	45	No	45	No	
	320	30	Yes	30	Yes	
Total Number Routes:		2		2		
Routes Meeting Standard:		1		1		
% Routes Meeting Standard:		50%		50%		
Urban Corridor Service						
NCTD CMP Standard: 30 minutes	301	30	Yes	30	Yes	
	302	15	Yes	15	Yes	
	303	30	Yes	30	Yes	
	305	30	Yes	30	Yes	
	309	30	Yes	30	Yes	
Total Number Routes:		5		5		
Routes Meeting Standard:		5		5		
% Routes Meeting Standard:		100%		100%		
Rural Corridor Service						
NCTD CMP Standard: 90 minutes	304	60	Yes	60	Yes	
	306	60	Yes	60	Yes	
	307	95	No	95	No	
	308	45	Yes	45	Yes	
Total Number Routes:		4		4		
Routes Meeting Standard:		3		3		
% Routes Meeting Standard:		75%		75%		
Local Urban Service						
NCTD CMP Standard: 60 minutes	311	60	Yes	60	Yes	
	312	45	Yes	45	Yes	
	313	45	Yes	45	Yes	
	314	60	Yes	60	Yes	
	316	60	Yes	60	Yes	
	317	30	Yes	30	Yes	
	318	30	Yes	30	Yes	
	321	35	Yes	35	Yes	
	322	60	Yes	60	Yes	
	331	60	Yes	60	Yes	
	335	45	Yes	45	Yes	
	341	60	Yes	60	Yes	
	361	45	Yes	45	Yes	
	381	30	Yes	30	Yes	
	382	60	Yes	60	Yes	
	384	20	Yes	15	Yes	
	385	30	Yes	30	Yes	
Total Number Routes:		17		17		
Routes Meeting Standard:		17		17		
% Routes Meeting Standard:		100%		100%		

Notes: (1) Existing peak-period frequency; (2) Planned peak-period frequency by 1999.

TABLE 3-3 (Cont.)

METROPOLITAN TRANSIT DEVELOPMENT BOARD
PEAK-PERIOD WEEKDAY TRANSIT FREQUENCY STANDARDS
COMPARISON OF CURRENT AND PLANNED TRANSIT SERVICE

Route Category/Standard	Route #	Existing Frequency(1) (Minutes)	Meets CMP Standard	Planned Frequency(2) (Minutes)	Meets CMP Standard	Comments
Limited Stop Express Service						
MTDB CMP Standard: 15 minutes	210	15	Yes	15	Yes	San Diego Transit
	220	15	Yes	15	Yes	San Diego Transit
	230	15	Yes	15	Yes	San Diego Transit
	800	15	Yes	15	Yes	CTS Express Bus
	810	15	Yes	15	Yes	CTS Express Bus
	820	25	No	25	No	CTS Express Bus
	870	30	No	30	No	CTS Express Bus
Total Number Routes:		7		7		
Routes Meeting Standard:		5		5		
% Routes Meeting Standard:		71%		71%		
Express Service						
MTDB CMP Standard: 15 minutes	East LRT	15	Yes	7 1/2	Yes	San Diego Trolley, Inc.
	South LRT	7 1/2	Yes	7 1/2	Yes	San Diego Trolley, Inc.
	20	15	Yes	15	Yes	San Diego Transit
	30	30	No	15	Yes	San Diego Transit
	40	30	No	30	No	San Diego Transit
	50/150	15	Yes	15	Yes	San Diego Transit
	70	30	No	15	Yes	San Diego Transit
Total Number Routes:		7		7		
Routes Meeting Standard:		4		6		
% Routes Meeting Standard:		57%		86%		
Urban Corridor Service						
MTDB CMP Standard: 15 minutes	4	30	No	30	No	San Diego Transit
	7	6	Yes	6	Yes	San Diego Transit
	9	30	No	30	No	San Diego Transit
	11	15	Yes	15	Yes	San Diego Transit
	15	30	No	15	Yes	San Diego Transit
	16	60	No	30	No	San Diego Transit
	19	15	Yes	15	Yes	San Diego Transit
	29	30	No	30	No	San Diego Transit
	34	15	Yes	15	Yes	San Diego Transit
	41	30	No	30	No	San Diego Transit
	81	30	No	30	No	San Diego Transit
	115	30	No	30	No	San Diego Transit
	901	15	Yes	15	Yes	MTDB Contract Services
	932	30	No	15	Yes	MTDB Contract Services
	933/34	30	No	15	Yes	MTDB Contract Services
Total Number Routes:		15		15		
Routes Meeting Standard:		5		8		
% Routes Meeting Standard:		33%		53%		
Rural Corridor Service						
MTDB CMP Standard: N/A	None	—	N/A	—	N/A	

Notes: (1) Existing peak-period frequency; (2) Planned peak-period frequency by 1999.

TABLE 3-3 (Cont.)

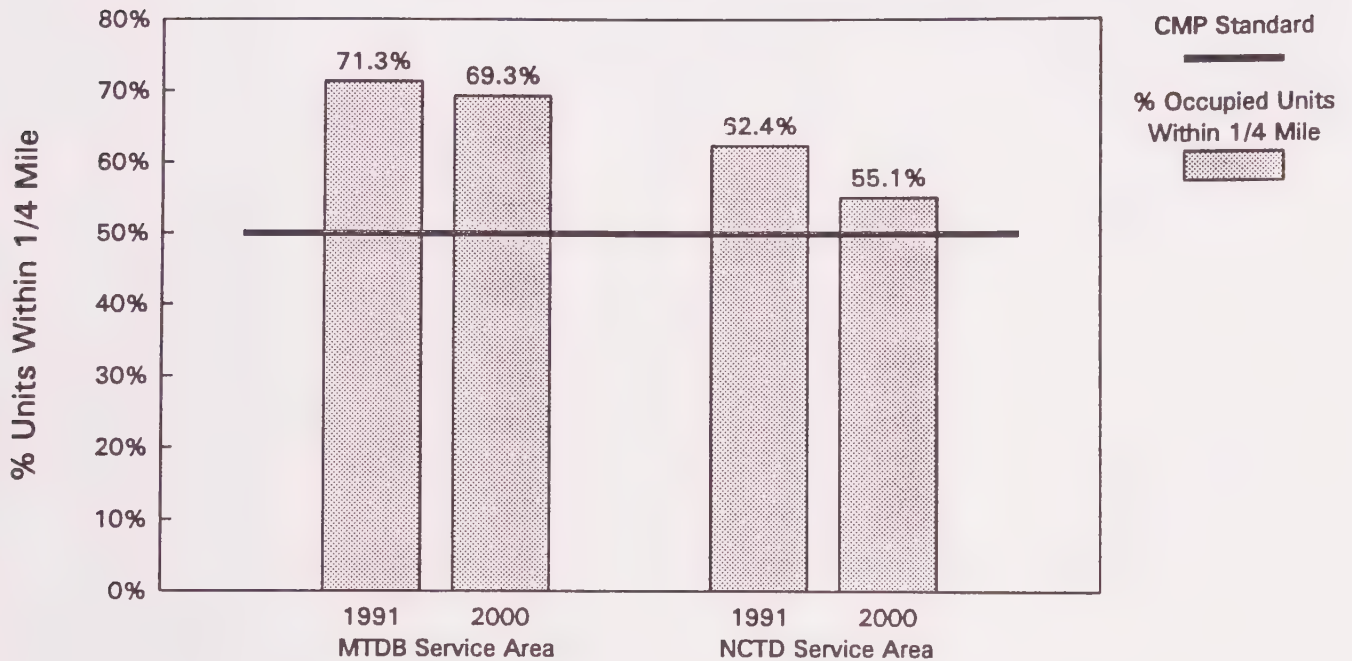
**METROPOLITAN TRANSIT DEVELOPMENT BOARD
PEAK-PERIOD WEEKDAY TRANSIT FREQUENCY STANDARDS
COMPARISON OF CURRENT AND PLANNED TRANSIT SERVICE**

Route Category/Standard	Route #	Existing Frequency(1) (Minutes)	Meets CMP Standard	Planned Frequency(2) (Minutes)	Meets CMP Standard	Comments
Local Urban Service						
MTDB CMP Standard: 30 minutes	1	30	Yes	15	Yes	San Diego Transit
	2	10	Yes	10	Yes	San Diego Transit
	3	15	Yes	15	Yes	San Diego Transit
	5/105	30	Yes	30	Yes	San Diego Transit
	6	30	Yes	30	Yes	San Diego Transit
	8	—	—	15	Yes	San Diego Transit
	13	30	Yes	30	Yes	San Diego Transit
	25	30	Yes	30	Yes	San Diego Transit
	27	30	Yes	30	Yes	San Diego Transit
	35	30	Yes	30	Yes	San Diego Transit
	36	45	No	30	Yes	San Diego Transit
	43	60	No	30	Yes	San Diego Transit
	55	30	Yes	15	Yes	San Diego Transit
	601	30	Yes	30	Yes	National City Transit
	602	30	Yes	30	Yes	National City Transit
	603	30	Yes	30	Yes	National City Transit
	701	30	Yes	30	Yes	Chula Vista Transit
	702	30	Yes	30	Yes	Chula Vista Transit
	703	30	Yes	30	Yes	Chula Vista Transit
	704	60	No	60	No	Chula Vista Transit
	705	30	Yes	30	Yes	Chula Vista Transit
	706	20	Yes	20	Yes	Chula Vista Transit
	707	65	No	30	Yes	Chula Vista Transit
	708	20	Yes	20	Yes	Chula Vista Transit
	709	30	Yes	30	Yes	Chula Vista Transit
	711	50	No	50	No	Chula Vista Transit
	843	60	No	30	Yes	CTS Poway Suburban
	844	30	Yes	15	Yes	CTS Poway Suburban
	845	30	Yes	15	Yes	CTS Poway Suburban
	846	60	No	30	Yes	CTS East County Suburban
	847	60	No	30	Yes	CTS East County Suburban
	848	30	Yes	30	Yes	CTS East County Suburban
	852	30	Yes	30	Yes	CTS East County Suburban
	854	30	Yes	30	Yes	CTS East County Suburban
	856	30	Yes	30	Yes	CTS East County Suburban
	858	30	Yes	30	Yes	CTS East County Suburban
	863	—	—	60	No	CTS East County Suburban
	864	60	No	30	Yes	CTS East County Suburban
	868	—	—	60	No	CTS East County Suburban
	945	30	Yes	30	Yes	MTDB Contract Services
Total Number Routes:		37		40		
Routes Meeting Standard:		28		36		
% Routes Meeting Standard:		76%		90%		

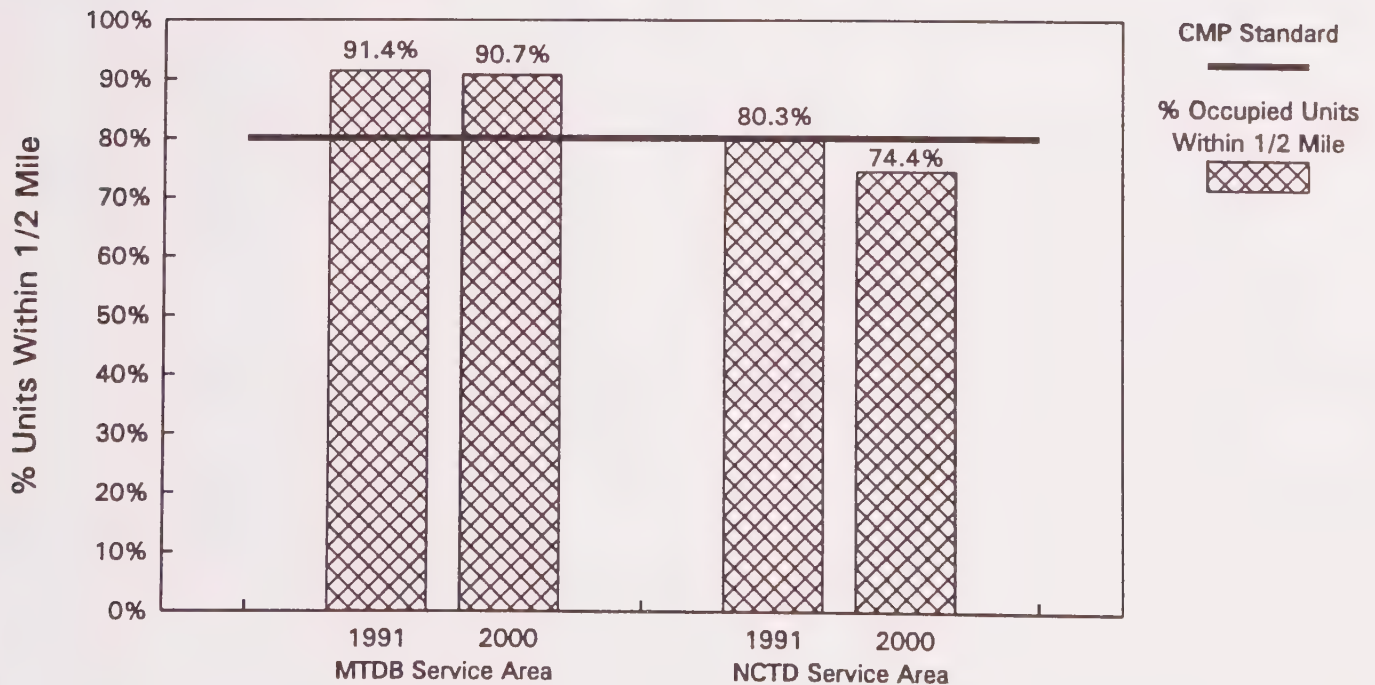
Notes: (1) Existing peak-period frequency; (2) Planned peak-period frequency by 1999.

Analysis Of Transit Service Routing % Occupied Dwelling Units

Within 1/4 Mile Of Transit Routes



Within 1/2 Mile Of Transit Routes



TRANSIT AND LAND USE ANALYSIS

One of the important aspects of the CMP Land Use Analysis Program described in Chapter 5 is the early integration of transit considerations in project development and mitigation programs. The enhanced CEQA review process for large projects requires that prior to taking any discretionary project approval actions, the local jurisdiction shall insure that the project includes all appropriate local planning and project mitigations to attempt to achieve the CMP and RGMS transit performance standards identified in this chapter. Local jurisdictions and project applicants are required to have early project coordination with MTDB and/or NCTD for any major project site located within 5 miles of a bus route or 10 miles of a rail transit facility. Also the "model" new project design guidelines that will be prepared for inclusion in the 1992 CMP Update will have as a main feature project design accessibility features related to improved transit access.

CHAPTER 4

TDM TRIP REDUCTION PROGRAM

TDM TRIP REDUCTION PROGRAM

INTRODUCTION

Congestion Management Program (CMP) statutes require that the CMP include a trip reduction and travel demand element that promotes alternative transportation, such as carpools, vanpools, transit, bicycles, and park-and-ride lots; improvements in the balance between jobs and housing, and other strategies, including flexible work hours and parking management programs [CGC 65089(b)(3)]. In addition, each local jurisdiction must adopt and implement a trip reduction and travel demand ordinance [65089.3(a)(2)] in order to conform to the congestion management program.

Transportation demand management strategies including a TDM trip reduction program comprise an important element of the overall Congestion Management Program, as they offer an opportunity to both reduce congestion and improve air quality. The TDM trip reduction program and related strategies constitute a broad based effort to reduce the reliance on and provide alternatives to single-occupant auto travel especially during congested commute times.

This chapter references the TDM Trip Reduction program that is being prepared by SANDAG as the major component of the 1991 Regional Air Quality Strategy (RAQS) Transportation Control Measures (TCM) program. SANDAG approved a Model Regional TDM Trip Reduction Program which is currently under review by an Air Quality Subcommittee of the SANDAG Board and the Air Pollution Control Board for inclusion in the 1991 RAQS. SANDAG's Trip Reduction Program has been developed to serve as the TDM component of both the RAQS and the CMP. Also included in this chapter is reference to the regional land use distribution and transportation corridor densities analysis that is being conducted by SANDAG through the Regional Growth Management Strategy (RGMS).

AIR QUALITY TCM'S

The Air Pollution Control Board (APCB - County Board of Supervisors) is required under the California Clean Air Act of 1988 to adopt a 1991 Regional Air Quality Strategy (RAQS) and submit it to the State Air Resources Board (ARB) in 1991. SANDAG is responsible for the development and adoption of the Transportation Control Measures (TCM) Plan component of the RAQS, based on criteria adopted by the APCB. One of the key elements of the TCM Plan is a TDM trip reduction program. In order to provide

additional analysis and public review time for the RAQS including the TCM Plan, the APCB is now currently scheduled to adopt the final 1991 RAQS in early 1992. Upon its completion, the final trip reduction program will be considered by SANDAG for amendment into the 1991 CMP.

On April 26, 1991, SANDAG approved the Transportation Control Measures (TCM) Plan for Air Quality, and amended it on May 24, 1991. The TCM Plan has been submitted to the APCB for inclusion in the Regional Air Quality Strategy. The TCM Plan includes ten tactics, four of which comprise the TDM trip reduction program discussed in the following section. The remaining six tactics all serve as support measures to the trip reduction program and include the following:

1. Traffic Flow Improvement/Transportation System Management, consisting of activities to computerize and interconnect the region's traffic signals.
2. Bicycle Facilities Program, consisting of a four-fold increase in funding for bikeways and related facilities.
3. Transit Improvements and Expansion Program, consisting of two major components: (a) conversion of the existing bus fleet to vehicles using alternative "clean" fuels, and (b) expansion of trolley and bus services.
4. Vanpool Program, which consists of the provision, by the transit districts, of vans to employers for use by employees in vanpooling programs.
5. Park-and-Ride Facilities, consisting of an expansion of the region's park-and-ride facilities adjacent to highways and at transit centers.
6. High Occupancy Vehicle (HOV) Lanes, consisting of a program to increase to 67.4 miles the region's HOV lanes on highways and arterial roads.

TRIP REDUCTION PROGRAM

On April 26, 1991, SANDAG approved as part of the Transportation Control Measures (TCM) Plan the "Model Regional Transportation Demand Management Program" as revised and approved by the Regional TDM Advisory Committee on April 17, 1991. SANDAG reserved the right to supplement and revise the TCM Plan including the TDM Program prior to final approval of the 1991 RAQS by the APCB. The "Model Regional Transportation Demand Management Program" is available as a separate document from SANDAG. The policy guidelines and key features of the Draft Model Program and Ordinance are included in Appendix D of the 1991 CMP. Following is a summary of the four principal components of the Regional TDM Trip Reduction Program:

1. Commute Travel Reduction Program, comprised of an employment trip reduction program and ordinance.

2. College Travel Reduction Program, comprised of (a) college trip reduction program and ordinance, similar to the employment trip reduction program, and (b) transit pass subsidy to students at the region's colleges and universities.
3. Goods Movement Program, comprised of (a) goods movement/truck travel reduction ordinance, (b) incident management and prevention program, and (c) motorist information system.
4. Non-Commute Travel Reduction Program which proposes an education program to encourage drivers to change the way they use their automobiles to help reduce emissions.

REGIONAL LAND USE DISTRIBUTION

SANDAG, as part of the Regional Growth Management Strategy, has begun an analysis of regional land use distribution issues such as increasing densities near transit stations and improving accessibility to jobs and other activities. These two issues were identified because they have the potential to reduce traffic congestion, the number of vehicle miles travelled, energy consumption, and to improve air quality. The idea behind these two potential strategies is to provide people more opportunities to live near or have improved accessibility to employment, shopping, and services, and to provide better access to transit. If implemented these strategies would require changes to local land use plans.

An initial analysis of jobs/housing balance and transit corridor densities was conducted during 1991 in the Regional Growth Management Strategy. That analysis showed that by year 2010:

- o Balancing jobs and housing has a positive impact on traffic congestion and, to some degree, air quality;
- o Moving housing into job rich areas is more effective than moving jobs into housing rich areas; and
- o Moving housing into areas within walking distance of light rail stations produces greatest improvements in traffic congestion and air quality.

After reviewing the findings of the study, the Regional Growth Management Technical Committee recommended that jobs/housing balance and transportation corridor density strategies should not be included in the Regional Growth Management Strategy at this time. The research done to date is inconclusive regarding the benefits of pursuing these potential strategies, and further analysis should be undertaken as part of the Series 8 Regional Growth Forecast. The potential benefits and issues related to regional land use distribution and transportation corridor densities will be reconsidered in future CMP updates based on any further analysis conducted in the Regional Growth Management and Regional Growth Forecast programs.

CHAPTER 5
LAND USE ANALYSIS PROGRAM
AND DEFICIENCY PLANS

LAND USE ANALYSIS PROGRAM AND DEFICIENCY PLANS

INTRODUCTION

Congestion Management Program (CMP) statutes require that the CMP include a program to analyze the impacts of local jurisdiction land use decisions on the regional transportation system, including the cost of mitigating the associated impacts [CGC 65089(b)(4)]. The land use program shall not include an estimate of any costs associated with the mitigation of interregional travel (travel through the county but with both trip ends outside the county) and the program shall provide credit for public and private contributions to the regional transportation system. This chapter includes a three-phased land use impact analysis program to meet the new CMP requirement. Additionally, local jurisdictions must adopt and implement a local program to assess the impacts of land use decisions on the regional transportation system [CGC 65089.3(a)(3)].

The CMP statutes also require local jurisdictions to prepare and adopt a CMP deficiency plan for any designated CMP system roadway segment or intersection that does not meet the CMP traffic level of service standards described in Chapter 2 [CGC 65089.3(b)(1)]. The deficiency plan(s) must include 1) the cause of the deficiency, 2) a list of improvements needed to meet the traffic level-of-service (LOS) standards, 3) an alternative list of improvements to measurably improve traffic LOS and air quality, and 4) an action plan with a schedule for implementing the improvements. Any projects or programs in the alternative list of improvements must be either 1991 Regional Air Quality Strategy (RAQS) Transportation Control Measures or be from a list of allowable CMP deficiency plan projects separately approved by APCD. After adoption by the local jurisdiction, the deficiency plan is submitted to SANDAG for approval. The CMP deficiency plan process is further described in this chapter.

It should be stressed that the authority for local land use decisions remains the responsibility of local jurisdictions. However, the CMP statute requires that local jurisdictions must now consider how new development may impact the regional transportation system including state highways, public transit, and major arterials in adjacent jurisdiction(s), as part of the land use decision making process. This provision supports AB40 (Chapter 626, Statutes of 1989) which requires environmental lead agencies to consult with other public agencies to obtain information concerning a project's impact on regional transportation facilities.

LAND USE ANALYSIS PROGRAM

This section includes a three-phased land use impact analysis program to improve the coordination between land use actions, transportation improvements, and air quality programs. The program draws to the maximum extent on the existing California Environmental Quality Act (CEQA) project review process and has been designed to be compatible with and complement the Regional Growth Management Strategy (RGMS) and the air quality indirect source review program proposed in SANDAG's adopted Transportation Control Measures Plan. The three-phased process includes 1) an enhanced CEQA review of large projects by the local jurisdiction/project sponsor to insure traffic analysis and mitigation for project impacts to the regional transportation system including state highways, the regional arterial system, and transit routes, 2) a regional cumulative analysis of all projects by SANDAG through the Regional Growth Forecast/Regional Transportation Plan process, and 3) the development in the 1992 CMP Update of specific project design guidelines that would support alternative travel modes.

One of the major purposes of the land use analysis program is to reduce congestion through the attainment of traffic level of service and transit performance standards. Emphasis should be provided on those programs that can attain the traffic LOS standards by methods other than traditional roadway construction and widening. The project design and mitigation programs should maximize alternatives to the single occupant automobile by providing improved accessibility for pedestrians, ridesharing, transit, and bicyclists. Transit oriented design should be emphasized where appropriate to reduce trip generation and congestion through such factors as increased densities around transit stations, mixed residential and employment centers, aggressive TDM trip reduction programs, and, site design and street layouts that promote pedestrian activities. The programs should also be consistent with and support the expeditious implementation of the region's air quality transportation control measures (TCM's).

Enhanced CEQA Review Process for Large Projects

Prior to local discretionary action(s) all large projects are currently reviewed through the CEQA process to determine and mitigate their impacts on the environment. This program element would be an enhancement of the traffic analysis conducted through the CEQA process for large projects to insure appropriate analysis and mitigation for project impacts to the regional transportation system including the CMP system traffic level-of-service (LOS) and transit performance standards. The process also provides for early project consultation initiated by the project applicant or lead public agency with those public agencies whose regional transportation facilities could be impacted by the projects.

CMP Large Project Definition. The enhanced CEQA review process described in this section would apply to any large project that upon its completion would be expected to generate either an equivalent of 2,400 or more average daily vehicle trips or 200 or more peak-hour vehicle trips. The estimated traffic generation for the proposed project should be identified as part of the CEQA Initial Study process or at any other appropriate project development and approval stage. SANDAG's "Brief Guide of Vehicular Traffic

Generation Rates for the San Diego Region" (Appendix E) may be used by the local jurisdiction/project applicant to assist in estimating the weekday and peak-hour traffic generation of the proposed project. In determining whether a proposed project meets the large project traffic generation threshold, the local jurisdiction/project applicant should also consider the application of reduced vehicle trip generation rates for mixed-use projects incorporating innovative transit/pedestrian oriented design features.

The CMP large project definition as stated above reflects a project size whose traffic generation could have a noticeable influence on the traffic level of service of the designated CMP system. Currently, both CEQA guidelines and the "Memorandum of Understanding for Notification of Land Use and Development Actions by County of San Diego and the Cities" identify significant or regional projects that generate about 5,000 or more average daily vehicle trips. While use of the recommended lower traffic generation threshold to define a CMP large project would result in project analysis and mitigations for more projects, it could also generate additional local agency analysis time and costs. The CMP large project definition will need to be reviewed in future CMP Updates to determine whether it should be revised to apply to more or fewer projects.

Projects Requiring Enhanced CEQA Review. The enhanced CEQA process will apply to any large project meeting the above definition that is subject to a local discretionary action including those large projects that conform to adopted community plans except as provided in this paragraph. This includes large projects that may have already been reviewed under CEQA but require additional local discretionary actions. Any projects that have already been reviewed under CEQA do not require further review for CMP purposes unless they require additional local discretionary actions. The enhanced CEQA review process shall not apply to any proposed developments specified in a development agreement entered into prior to July 10, 1989 [CGC 65089.6]. Also, a large project meeting the above definition may be brought before a local jurisdiction on more than one occasion for a discretionary action. Once a large project is reviewed under the enhanced CEQA process it does not have to undergo further enhanced CEQA review as long as the project remains substantially unchanged. For example, if a large project has been reviewed as part of an overall master plan it would not necessarily require another enhanced CEQA review at a subsequent specific plan project approval stage if there have been no significant changes to the project since the earlier review. The local jurisdiction approving the project shall determine if a project requires a subsequent enhanced CEQA review or has been adequately reviewed under a prior action.

In order to conform to the Congestion Management Program requirements, each local agency must adopt and implement a land use analysis program. The initial local agency conformity determination with the CMP will be made in October 1992, as part of the 1992 CMP Update. This will allow up to a one year phase-in of the CMP land use analysis program thereby providing local agencies with adequate time to adopt or revise their land use analysis process. The phase-in period will also provide a transition time for "pipeline" projects now under development or review to meet the new CMP land use analysis procedures. It will be up to each local agency to determine how best to handle any

pipeline projects during the phase-in period. The CMP land use analysis program should be fully implemented by October 1992.

Content of Enhanced CEQA Review. Any projects meeting the above CMP large project definition shall include as part of the enhanced CEQA review the following information:

- a. A traffic analysis to determine the project's impact on the regional transportation system. The regional transportation system includes all the state highway system (freeways and conventional state highways) and the regional arterial system identified in SANDAG's most recent Regional Transportation Plan (RTP). The regional transportation system includes all of the designated CMP system.
- b. The traffic analysis shall be made using the TRANPLAN computer traffic model or any other computer traffic model approved by SANDAG for CMP traffic analysis purposes. The traffic analysis shall also use SANDAG's most recent Regional Growth Forecasts as the basic population and land use database.
- c. The traffic analysis should acknowledge that standard trip generation estimates may be overstated when a project is designed using transit-oriented development design principles. Trip generation reductions should be considered for factors such as: focused development intensity within walking distance to a transit station; introduction of residential units into employment centers; aggressive Transportation Demand Management programs, and site design and street layouts which promote pedestrian activities.
- d. The project analysis shall include an estimate of the costs associated with mitigating the project's impacts to the regional transportation system. The estimate of any costs associated with the mitigation of interregional travel (both trip ends outside the county) shall not be attributed to the project. Credit shall be provided to the project for public and private contributions to improvements to the regional transportation system. The local jurisdiction shall be responsible for approving any such credit to be applied to a project. The credit may be in any manner approved by the local jurisdiction including donated/dedicated right-of-way, interim or final construction, impact fee programs, and/or monetary contributions. Monetary contributions may include public transit/ridesharing/trip reduction program support and air quality transportation control measure funding support.

Project Approval Process. As part of the project approval process the local jurisdiction shall consider the information provided through the enhanced CEQA review including the following considerations:

- a. Prior to taking any discretionary project approval action(s) the local jurisdiction shall insure that the project includes all appropriate local planning and project mitigations to attempt to achieve the Regional Growth Management Strategy (RGMS) traffic level-of-service objective (LOS "D"). The local jurisdiction may adjust the RGMS-

LOS objectives on specific roadways or intersections where appropriate mitigation measures have been applied to minimize impacts and/or overriding social or economic benefits can be identified. The CMP traffic level-of-service standard (LOS "E") may not be lowered on any designated CMP system route. However, a local jurisdiction may develop and adopt the state required CMP Deficiency Plan for individual CMP roadway sections that might fall below the CMP-LOS traffic standard.

- b. Prior to taking any discretionary project approval action(s) the local jurisdiction shall insure that the project includes all appropriate local planning and project mitigations to attempt to achieve the RGMS and CMP transit performance standards including bus and rail transit service frequency and routing.

Early Project Coordination. The local jurisdiction/project applicant shall provide early project consultation with SANDAG (Areawide Clearinghouse, Regional Transportation Planning Agency, Congestion Management Agency), the San Diego Air Pollution Control District (APCD), and other affected public agencies as defined in this section for the purpose of obtaining information concerning the project's impact on the regional transportation system. Any adjacent jurisdiction(s) shall be consulted if the project site is located within five (5) miles of a regional arterial system route located within the adjacent jurisdiction. The MTDB and/or NCTD shall be consulted if the project site is located within five (5) miles of a bus route, or within ten (10) miles of a rail transit facility. CALTRANS shall be consulted if the project site is located within ten (10) miles of a freeway or other conventional state highway. SANDAG and any of the affected public agencies shall be provided with copies of environmental documents pertaining to the project. The CMP early project coordination applies to CMP "large projects" only. There is no prescribed or additional time for this review and the overall review time is set by each lead agency.

SANDAG Regional Cumulative Traffic Analysis of all Projects

SANDAG shall undertake as part of the Regional Growth Forecasts/Regional Transportation Plan(RTP) development and update process a regional cumulative traffic analysis of all projects. This analysis would determine the cumulative traffic impacts of all project approval actions on the regional transportation system and the CMP traffic level-of-service and transit performance standards. The analysis would be provided to local agencies to assist in the identification of needed CMP Capital Improvement Program (CIP) projects and in the programming and funding of Regional Transportation Improvement Program (RTIP) projects.

- a. As part of the Regional Growth Forecast development and update process, local jurisdictions shall provide SANDAG with information concerning all project approval actions necessary to update the Regional Growth Forecasts and regional transportation model database. That information shall be provided to SANDAG in the manner and form established as part of the Regional Growth Forecast update and review process for local jurisdiction information.

- b. With each update of the Regional Transportation Plan (RTP), SANDAG shall conduct a base year traffic analysis and both ten- and twenty-year traffic forecasts using the most recent Regional Growth Forecast information. That traffic analysis shall include the cumulative traffic impacts of the Regional Growth Forecasts on the regional transportation system including the CMP traffic level-of-service and transit performance standards.
- c. SANDAG, local jurisdictions, and other affected public agencies shall use the cumulative traffic impact analysis provided through the Regional Transportation Plan process in the identification of needed regional transportation system improvements or revisions and in any subsequent project approval actions. The information can be used to determine the need and timing for the preparation of CMP Deficiency Plans.

New Project Design Guidelines

There are a number of efforts being undertaken in the region to help insure that major projects incorporate designs to support alternative travel modes to the single-occupant automobile. These efforts are largely based on the development of policies and project design requirements to provide improved accessibility for pedestrians, ridesharing, transit, and bicyclists. This program element would include the development of "model" new project design guidelines as part of the 1992 Congestion Management Program (CMP) update. The new project design guidelines will be developed in concert with the San Diego Air Pollution Control District's (APCD) Indirect Source Review program which is an element of the 1991 San Diego Regional Air Quality Strategy. APCD's current schedule is to release a proposed indirect source program in late 1992, with program development and implementation completed by 1994.

- a. SANDAG shall develop for inclusion in the 1992 CMP Update "model" new project design guidelines to provide improved accessibility for pedestrians, ridesharing, transit, and bicyclists. The guidelines shall be prepared and reviewed through the Regional Growth Management Technical Committee and the Regional Transportation Advisory Committee. The recommended "model" guidelines shall consider as a minimum the following information and reports:
 - "Mode Enhancement Through Land Use Design" Report, County of San Diego DP&LU,
 - Land Guidance Program of the City of San Diego's Mobility Program,
 - "Transit Design Guidelines" currently under preparation by the San Diego Metropolitan Transit Development Board (MTDB),
 - "Working Together: Transit Planning for North County Project Development" and "Design Outlines for Bus Facilities", by the North County Transit District (NCTD),
 - APCD's current Indirect Source Review program that includes development of a guidebook regarding land use planning techniques to reduce air pollution and save energy.

- b. Each local jurisdiction shall consider the "model" new project design guidelines as described above to determine compatibility with any similar design guidelines now in local General Plans. Local agencies shall be encouraged to adopt the "model" new project design guidelines or similar guidelines as part of the General Plan Circulation/Transportation Element or an Air Quality Element.

CMP DEFICIENCY PLANS

The CMP statutes require that local jurisdictions conform to the Congestion Management Program including the traffic level of service (LOS) standards described in Chapter 1. The statutes also include a process whereby a local jurisdiction may designate individual segments or intersections on the CMP roadway system as being deficient if they do not meet the CMP level-of-service standards. Chapter 1 establishes the CMP level-of-service standard to apply to roadway sections usually containing more than one signalized intersection. By designating a roadway section as deficient and preparing and implementing a CMP deficiency plan that improves systemwide traffic level of service and air quality, a local jurisdiction would still conform to the CMP if the level-of-service on that designated section were to fall below the CMP standard.

Prior to designating a CMP roadway section as deficient, a local jurisdiction must develop and adopt, at a noticed public hearing, a CMP Deficiency Plan including the elements defined in the CMP statute [CGC 65089.3(b)]. The local jurisdiction shall then forward its adopted deficiency plan to SANDAG as the CMA. Within 60 days of receiving any deficiency plan(s), SANDAG shall hold a noticed public hearing regarding adequacy of the deficiency plan. Following the hearing, SANDAG shall either accept or reject the deficiency plan in its entirety, but shall not modify the plan. If the deficiency plan is rejected, SANDAG shall notify the local jurisdiction of the reasons for that rejection.

The CMP statutes make the cities and County responsible for the preparation and adoption of any required deficiency plans for those portions of the CMP system within the local jurisdiction's boundaries, including both state highways and CMP principal arterials. However, the development of the deficiency plan will require the consultation and cooperation of all affected agencies especially for state highway facilities. Any adjacent jurisdiction(s) whose actions are determined to be part of the cause of the deficiency must be involved in the deficiency plan development process and share in correcting the deficiency or participate in any alternative improvement programs. CALTRANS, as the owner and operator of the state highway system, must be actively involved in the preparation of deficiency plans for state highway facilities and also share in correcting the deficiency or participating in alternative improvement programs. CALTRANS involvement is essential given both their state highway development responsibilities and their approval role for any state highway improvements. Also local jurisdictions are required to provide the San Diego Air Pollution Control District (APCD) with copies of any deficiency plans for review and comment.

State Freeway Deficiency Plan Development Process

The following multi-agency study team approach has been developed for preparing state freeway deficiency plans within the San Diego region. The process has SANDAG and CALTRANS doing much of the initial deficiency plan analysis for freeways working with a multi-agency study team including affected local agencies, the San Diego Air Pollution Control District (APCD) and the Metropolitan Transit Development Board (MTDB) and/or North County Transit District (NCTD). After the study team completes any recommended freeway deficiency plan, the plan shall be referred back to the affected jurisdictions for approval. Once all the affected jurisdictions have adopted the freeway deficiency plan, the plan shall be referred to SANDAG for action.

1. SANDAG and CALTRANS shall annually measure traffic volumes (ADT) and calculate existing traffic level of service (LOS) on the state freeway system. Field checks of freeway operating conditions will be made by CALTRANS where needed to verify freeway LOS.
2. SANDAG and CALTRANS shall determine those freeway sections, corridors, or areas that have or are anticipated in the near term will fall below the CMP level of service standards. Any allowable CMP travel exclusions shall be incorporated in the freeway LOS calculations.
3. SANDAG, after consultation with CALTRANS, shall determine the priority and time schedule for the preparation of any needed state freeway deficiency plans. Any required freeway deficiency plans shall be prepared on a timely schedule to prevent any local jurisdiction from not complying with the CMP level of service standards.
4. A multi-agency study team shall be established for the conduct of any state freeway deficiency plans. Participants in the study shall include SANDAG, CALTRANS, APCD, MTDB and/or NCTD, and the affected cities and/or County. Any city and/or the County shall participate on the study team if any portion of the state freeway under evaluation in the deficiency plan lies wholly or partially within that agency's jurisdiction. Also any city and/or the County shall participate on the study team if through the deficiency plan analysis process it is determined that the actions of such city and/or the County is a significant contributing cause of the freeway deficiency. The recommended study team participants and a proposed work program to prepare the deficiency plan will be presented to SANDAG for comment at the earliest opportunity.
5. A recommended state freeway deficiency plan shall be prepared by the multi-agency study team meeting as a minimum the state requirements for CMP deficiency plans. The freeway deficiency plan shall be prepared for an individual freeway section, for a freeway corridor(s), or on an areawide freeway basis as determined by the study team.

6. Once the recommended freeway deficiency plan is completed by the study team it shall be referred to the affected jurisdictions for their action. Each city and/or the County that has a portion of the freeway(s) proposed to be designated as deficient within its jurisdiction shall adopt the deficiency plan at a noticed public hearing.
7. If, during the deficiency plan public hearing and adoption process, any jurisdiction determines that a revision to the recommended deficiency plan is necessary, such revisions shall be referred back to the study team for evaluation and subsequent revision of the recommended deficiency plan as appropriate.
8. Once all the jurisdictions have adopted the freeway deficiency plan, the plan shall be referred to SANDAG for action. In accordance with CMP statute, SANDAG shall then have 60 days to hold a noticed public hearing and either accept or reject the deficiency plan in its entirety. Review of the deficiency plan shall also be done in accordance with the process established in the Memorandum of Agreement concerning development, review, and adoption of the CMP including consistency with the Air Quality Strategy. If SANDAG rejects the deficiency plan it shall notify the affected jurisdictions and the study team as to the reasons for that rejection.

Identification and Timing of Deficiency Plans

A deficiency does not actually occur on the CMP roadway section until the existing measured level-of-service (LOS), less any allowable travel exemptions such as interregional travel, falls below the CMP standards. Those CMP highway or roadway sections that have an existing 1990 base year LOS "F", are "grandfathered" or exempt from the deficiency plan process since the CMP standards as described in Chapter 2 have been established as LOS "E", or LOS "F", if that is the existing 1990 LOS. A local jurisdiction must develop a CMP Deficiency Plan for any state highways or CMP principal arterials within its jurisdiction prior to its next annual self-certification of CMP conformance after the deficiency actually occurs.

A main purpose of the deficiency plan process is to identify in advance where and when a deficiency is expected to occur. This allows early development of the deficiency plan to either prevent the deficiency from occurring or to provide alternative improvements to overall systemwide traffic level-of-service and contribute to significant improvements in air quality. Consequently, upon identification of a future deficiency, local jurisdictions should begin preparation of any necessary CMP deficiency plans. The "Enhanced CEQA Review Process for Large Projects" and "SANDAG's Regional Cumulative Traffic Analysis of all Projects" as described in this chapter can help local jurisdictions identify the need and timing for future deficiency plans. Also, CALTRANS through their system planning activities can help local agencies identify future state highway deficiencies.

The enhanced CEQA review process described earlier in this chapter is directed towards the identification and mitigation of regional transportation impacts of large projects prior to those projects receiving discretionary project approval(s). Every large project is evaluated as well as its impacts to the entire regional transportation system. The

deficiency plan process is directed towards improving travel service on a specific portion of the CMP system that will not meet the CMP traffic LOS standards. Deficiency plans are prepared for a segment of the CMP system and not specifically related to any large project.

Deficiency Plan Content

The CMP deficiency plan must include as a minimum the following elements defined in the CMP statute:

- a. An analysis of the cause of the deficiency.
- b. A list of the improvements necessary for the deficient section to maintain the minimum level of service and the estimated costs of the improvements.
- c. A list of improvements, programs, or actions, and estimates of costs, that will 1) measurably improve the level of service of the system, and 2) contribute to significant improvements in air quality. Any projects or programs in the alternative list of improvements must be either 1991 Regional Air Quality Strategy (RAQS) Transportation Control Measures or be from a list of allowable CMP deficiency plan projects separately approved by APCD.
- d. An action plan implementing either the improvements necessary to maintain the CMP traffic level-of-service standard at the deficient section or the improvements necessary to improve system level-of-service and contribute to significant air quality improvement. The action plan is required to include a specific implementation schedule and should also include a description of funding sources.

Allowable Travel Exemptions

The CMP statutes provide for exemptions from some categories of travel and impacts in determining consistency with traffic level-of-service standards and consequently in determining the need and timing of CMP deficiency plans. The following types of travel and impacts shall be excluded from the determination of level-of-service conformance:

- a. Interregional travel.
- b. Construction, rehabilitation, or maintenance of facilities that impact the system.
- c. Freeway ramp metering.
- d. Traffic signal coordination by the state or multi-jurisdictional agencies.
- e. Traffic generated by the provision of low and very low income housing.

- f. The impacts of a trip which originates in one county and terminates in another shall be included in the originating county analysis only.

Most of these categories of travel are included in the traffic forecasting models and they are included in actual traffic counts. Consequently it will be necessary for those persons actually conducting the traffic analysis to decide how best to exclude these traffic impacts for a given project or CMP roadway section. It is anticipated that the allowable travel exclusions and impacts as described above will be applied as manual adjustments to both computer model traffic forecasts and to actual traffic count information.

CHAPTER 6

CAPITAL IMPROVEMENT PROGRAM

CAPITAL IMPROVEMENT PROGRAM

INTRODUCTION

Congestion Management Program (CMP) statutes require that the CMP include a seven-year capital improvement program (CIP) to maintain or improve the CMP system traffic level-of-service and transit performance standards, and to mitigate regional transportation impacts identified through the CMP land use analysis program [CGC 65089(b)(5)]. The statutes further require that the CMP capital improvement program conform to transportation-related vehicle emissions air quality mitigation measures.

The Regional Transportation Improvement Program (RTIP) statutes require that SANDAG, as the Regional Transportation Planning Agency (RTPA), adopt a seven-year RTIP every two years consisting of specific transportation program and funding categories [CGC 65082(b)]. RTIP projects in the state Flexible Congestion Relief (FCR) and Commuter and Urban Rail Transit programs may not be included in the RTIP unless they are included in the CMP capital improvement program. In addition, projects competing for annual funding under the state Traffic System Management (TSM) program shall receive priority consideration if they are included in a CMP capital improvement program. Each of these new state funding programs is described in this chapter.

RELATIONSHIP OF CMP CAPITAL IMPROVEMENT PROGRAM AND RTIP

SANDAG, as both the Regional Transportation Planning Agency (RTPA) and the Congestion Management Agency (CMA), is responsible for developing the seven-year CMP capital improvement program and the Regional Transportation Improvement Program (RTIP). Each of these programs includes certain categories or types of projects in accordance with federal and state requirements.

The Regional Transportation Improvement Program (RTIP) projects represent a seven-year fund-constrained program of individual projects submitted for specific categories of state and federal funding. The RTIP also must include all projects for which a federal action is required including federal funding approval and federal environmental or project approval. The RTIP also includes a priority list of projects submitted to the California Transportation Commission (CTC) for funding approval in the State Transportation Improvement Program (STIP). Capital projects included in the RTIP include state highway projects, federally funded local street projects, and transit, bicycle, and airport projects. The RTIP also includes the TransNet Program of Projects approved separately

by SANDAG serving as the San Diego Regional Transportation Commission. The RTIP also includes the public transit operating programs which are partly funded with federal transit operating funds.

The CMP capital improvement program only includes two general categories of projects. Included are the proposed projects that are eligible for inclusion in the RTIP from the state Flexible Congestion Relief (FCR), Commuter and Urban Rail Transit, and Traffic System Management (TSM) programs. Inclusion of these proposed projects in the CMP are not constrained to any specific level of funds but they do establish the pool of eligible projects for those programs. The CMP capital improvement program eligible projects are then placed in priority order based on the CTC's constrained Fund Estimate and STIP/RTIP Development Guidelines.

The second general category of projects included in the CMP capital improvement program are those locally funded projects that maintain or improve the CMP traffic level-of-service and transit performance standards, and mitigate regional transportation impacts identified through the CMP land use analysis program. This initial 1991 Congestion Management Program will not include any locally funded projects because the land use analysis program has not yet been implemented. After the CMP land use analysis program is fully implemented, future CMP updates will include these locally funded projects.

CIP PROGRAM CATEGORIES AND PROJECT LISTS

Projects eligible for the state Flexible Congestion Relief (FCR) and the Commuter and Urban Rail Transit programs must be included in the CMP capital improvement program. Also, projects competing on a statewide basis for state Traffic System Management (TSM) funds receive priority consideration for TSM funding. This section describes these three state funding programs.

Flexible Congestion Relief (FCR) Program

The Flexible Congestion Relief Program was one of the 11 new state transportation programs created in the 1989 State Transportation Blueprint Legislation. The FCR program was funded at \$3 billion statewide over a ten-year period (FY91-2000). Funding for the FCR program comes from both existing state and federal highway funds and from the increased state gas tax approved by California voters in June, 1990 (Proposition 111). FCR funds can be used for highway, local street and road, and commuter and urban rail transit projects that reduce or avoid congestion on the CMP system by increasing capacity of the transportation system. Eligible projects do not themselves have to be on the CMP system but they must be shown to reduce or avoid congestion on the CMP system. FCR candidate projects are first identified in the CMP capital improvement program, and then programmed in the Regional and State Transportation Improvement Programs. All available FCR funds through FY1996-97 have been committed in both SANDAG's current 1990-97 RTIP and the CTC's 1990 STIP. Based on the CTC's 1992 STIP Fund Estimate the San Diego region may submit to the CTC up to \$136.3 million of new FCR candidate projects for funding in FY98 and FY99.

SANDAG's 1990-97 Regional Transportation Improvement Program (RTIP) has programmed or committed all of the available FCR funds to specific projects for the FY91 to FY97 program period. These previously approved FCR projects that have also been approved by the California Transportation Commission (CTC) in the 1990 STIP are incorporated by reference into the 1991 CMP capital improvement program. Table 6-1 identifies about \$432.5 million of new flexible congestion relief candidate projects that have been submitted to SANDAG by local agencies for inclusion in the 1992-99 RTIP. All of these projects would reduce or prevent congestion on the designated CMP system. The 1992-99 RTIP approved by the SANDAG Board on November 22, 1991, includes a priority list of these candidate projects. That priority list has been submitted to the CTC for funding approval in the 1992 STIP. The CTC is scheduled to adopt the 1992 STIP in March 1992.

Commuter and Urban Rail Transit Program

The Commuter and Urban Rail Transit Program was also one of the 11 new state transportation programs created in the 1989 State Transportation Blueprint Legislation. The program was funded at \$3 billion statewide over a ten-year period (FY91-2000) including a minimum of 15% of the funds designated for a separate Intercity Rail Program. Funding for the Commuter and Urban Rail Transit program is to be provided through three \$1 billion bond measures. The first bond measure was approved by California voters as Proposition 108 in June 1990. The next two bond issues of \$1 billion each are scheduled to be on the statewide ballot in November of 1992 and 1994. Commuter and Urban Rail Transit program funds may only be used on eligible transit projects in the specific rail corridors approved as part of Proposition 108.

SANDAG's 1990-97 RTIP and the CTC's 1990 STIP have already programmed or committed all of the available Commuter and Urban Rail Transit program funds. All of the approved projects were submitted by the Metropolitan Development Board (MTDB) and the North County Transit District (NCTD). The funds were all designated for extensions of the San Diego light rail trolley system and for commuter rail service from Oceanside to San Diego and from Oceanside to Escondido. The specific Commuter and Urban Rail Transit projects are separately identified in the 1992-99 RTIP and are incorporated by reference into this 1991 CMP. At this time there are no additional Commuter and Urban Rail Transit program funds available for new projects.

Traffic Systems Management (TSM) Program

The Traffic Systems Management (TSM) Program was one of the 11 new state transportation programs created in the 1989 State Transportation Blueprint Legislation. The program was funded at \$1 billion statewide over a ten-year period. Funding for the TSM program is through existing state and federal transportation funds and the increased state gas tax approved in Proposition 111. Eligible projects must be located on the state freeway and expressway system or on a CALTRANS/FHWA designated "other principal arterial" route. CALTRANS may also add other routes to the system of eligible TSM candidate projects. TSM projects are those designed to increase the number of person-

Table 6-1

FLEXIBLE CONGESTION RELIEF (FCR) PROGRAM CANDIDATE PROJECTS
1991 CMP - San Diego Region

<u>Route</u>	<u>Location & Description</u>	<u>Fiscal Year</u>	<u>Future Cost (\$000's)</u>
*****	TRANSNET HIGHWAY PROGRAM (\$78,000,000)		
Var.	State Fund Support to TransNet Highway Program based on adopted 1991 TransNet Plan of Finance.	FY98	\$ 27,000
		FY99	\$ 51,000
*****	CALTRANS PROJECTS (\$228,320,000)		
5/56	STAGE 1B. I-5 from N of I-805 to 0.3 mi N of Del Mar Heights Rd. Construct NB & SB High Occupancy Vehicle (HOV) lanes.	FY99	\$ 8,500
5/56/805	STAGE 2A. I-5 from 0.3 mi S to 1.1 mi N of I-805 and I-805 from 0.2 mi N of Mira Mesa Blvd to I-5. NB Auxiliary lane, direct connectors, and grading. Private funds: \$4,600,000.	FY99 R	\$ 15,000
		FY99 C	\$ 33,500
5/805	STAGE 2B. I-5 from 0.7 mi N of Genesee Ave to 0.5 mi N of I-805 and I-805 from 0.9 mi N of Mira Mesa Blvd to I-5. SB Direct connector & widen bridges.	FY99	\$ 36,500
5/56/805	STAGE 3. I-5 from 0.1 mi N of Genesee Ave to 0.9 mi N of Del Mar Heights Rd. Widen freeway, new Carmel Mountain Rd interchange, direct connectors. Private funds: \$2,560,000.	FY99	\$ 31,320
I-5	0.3 mi N of Del Mar Heights Rd to N of Manchester Ave. Construct NB & SB HOV lanes.	FY99	\$ 22,700
I-15	0.5 mi S of North City Parkway (SR56) to Centre City Parkway. Construct NB & SB HOV lanes.	FY99	\$ 62,700
SR76	Route 76 Oceanside Bypass from I-5 to Foussar Rd. Construct 4 lane expressway. 1990 Updated STIP	FY93 R	\$ 9,200
	FUND SHORTFALL.	FY98 C	\$ 5,500
		FY93 M	\$ 1,000
SR163	STAGE 1. 0.2 mi N of SR274 (Balboa Ave) to 0.8 mi N of Clairemont Mesa Blvd. Widen to 8 lanes.	FY99	\$ 2,400

Table 6-1 (Continued)

FLEXIBLE CONGESTION RELIEF (FCR) PROGRAM CANDIDATE PROJECTS
1991 CMP - San Diego Region

<u>Route</u>	<u>Location & Description</u>	<u>Fiscal Year</u>	<u>Future Cost (\$000's)</u>
*****	TRANSIT PROJECTS (\$126,127,000)		
MTDB	Mission Valley East LRT Trolley. (Total Project Cost: \$287,200,000).	FY98	\$ 81,360
MTDB	Mid-Coast LRT Trolley. (Total Project Cost: \$515,900,000).	FY98 FY99	\$ 8,000 \$ 7,150
NCTDB	Lomas Santa Fe Dr Grade Separation. (Total Project Cost: \$41,140,000).	FY98	\$ 29,617
*****	GRAND TOTAL FCR CANDIDATE PROJECTS:		<u>\$ 432,447</u>

NOTE: R - Right of Way
C - Construction
M - Mitigation

trips carried on the highway system without significantly increasing the designed capacity or number of through traffic lanes. The TSM program is developed by CALTRANS on an annual basis as a one-year program. Eligible agencies submit project funding applications to CALTRANS, and CALTRANS then ranks all eligible competing projects into a statewide funding priority list. CALTRANS submits the annual TSM program to the California Transportation Commission (CTC), and the CTC then allocates TSM program funds to specific projects in accordance with the priority list.

SANDAG's 1990-97 RTP and CALTRANS' 1991 and 1992 TSM Plans have identified all the candidate TSM projects for FY91 and FY92. All of these previously approved projects are incorporated by reference into the 1991 CMP capital improvement program. Table 6-2 identifies 14 new TSM candidate projects that have been submitted by CALTRANS and local agencies for funding in the 1993 TSM Plan. The projects are also programmed in the 1992-99 Regional Transportation Improvement Program.

AIR QUALITY CONFORMITY

When adopting the 1991 Congestion Management Program, SANDAG must make a finding of consistency of the CMP with the 1990 Regional Transportation Plan (RTP). Pursuant to that finding, the 1991 CMP will be incorporated into the action element of the 1992 RTP Update and the 1991 CMP capital improvement projects will be programmed in the 1992-99 Regional Transportation Improvement Program (RTIP) as discussed in this chapter.

SANDAG's Regional Transportation Plan (RTP) is required by federal law to conform to the State Implementation Plan (SIP) for air quality improvement. Since the CMP is required to be consistent with the RTP and will be incorporated into the action element of the RTP, the CMP will also conform to the SIP. The federal conformity finding of the RTP will also constitute the conformity finding of the CMP.

SANDAG's Regional Transportation Improvement Program (RTIP) is also required by federal law to conform to the SIP. New joint regulations of the U.S. Department of Transportation and the Environmental Protection Agency prescribe a detailed procedure to be followed in determining conformity of the RTIP with the SIP. Since the CMP capital improvement projects are programmed in the RTIP, the conformity finding of the RTIP will also constitute the conformity finding of the CMP capital improvement program projects.

The Memorandum of Agreement establishing guidelines for development, review, and adoption of the Congestion Management Program (CMP) as contained in Appendix B requires that the CMP be submitted for review and comment to APCD, CALTRANS, NCTD, and MTDB at least 60 days prior to adoption. No comments were received from these agencies regarding conformance of the CMP with the Regional Air Quality Strategy (RAQS).

Table 6-2

FY93 TRAFFIC SYSTEMS MANAGEMENT (TSM) PROGRAM PROJECTS
1991 CMP - San Diego Region

<u>Route</u>	<u>Location & Description</u>	<u>Fiscal Year</u>	<u>Future Cost</u>
*****	LOCAL AGENCY PROJECTS		
Local	CHULA VISTA. Otay Valley Rd at I-805. Signalization.	FY93	\$ 388,800
Local	ESCONDIDO. At various locations. Interconnect traffic signals & replace controllers.	FY93	\$ 605,000
Local	SAN DIEGO CITY. On Friars Rd and Mission Gorge Rd. Interconnect traffic signals.	FY93	\$ 938,600
Local	SAN DIEGO CITY. "G" St on-ramp to EB SR94. High Occupancy Vehicle (HOV) lane.	FY93	\$ 707,210
Local	SAN DIEGO CITY. Governor Dr on-ramp to SB I-805. HOV lane.	FY93	\$ 93,670
Local	SAN DIEGO COUNTY. Sweetwater Rd from Troy St to Paradise Valley Rd. Interconnect traffic signals.	FY93	\$ 250,000
*****	CALTRANS PROJECTS		
VAR	I-5, I-8, I-15, I-805, & SR163. Install changeable message sign system at 12 locations.	FY93	\$ 1,950,000
I-5	0.5 mi S of First Ave to 0.5 mi N of Old Town Ave. NB & SB Ramp metering incl. HOV bypass.	FY93	\$ 2,138,000
I-8	0.5 mi W of Nimitz Blvd to 0.5 mi E of Midway Dr. EB Ramp metering system.	FY93	\$ 620,000
I-8	Waring Rd on-ramp to WB I-8 and Zion Ave/Waring Rd intersection. Install vehicle detectors and changeable message sign.	FY93	\$ 160,000

Table 6-2 (Continued)

FY93 TRAFFIC SYSTEMS MANAGEMENT (TSM) PROGRAM PROJECTS
1991 CMP - San Diego Region

<u>Route</u>	<u>Location & Description</u>	<u>Fiscal Year</u>	<u>Future Cost</u>
I-15	0.5 mi S to 0.5 mi N of I-8/I-15 junction. NB Ramp metering system.	FY93	\$ 1,550,000
SR94	0.2 mi W of Bancroft Dr to 0.5 mi E of Kenwood Dr. Extend HOV meter bypass lane.	FY93	\$ 1,140,000
SR163	0.3 mi S of SR274 (Balboa Ave) to 0.3 mi N of Kearny Villa Rd. NB Ramp metering system.	FY93	\$ 895,000
I-805	0.1 to 0.4 mi N of 47th St. SB Auxiliary lane.	FY93	\$ 395,000

CHAPTER 7

REGIONAL DATABASE AND TRAFFIC MODEL

REGIONAL DATABASE AND TRAFFIC MODEL

INTRODUCTION

Congestion Management Program (CMP) statutes require that SANDAG, as the Congestion Management Agency, develop a regional or countywide database and computer transportation model to analyze transportation decisions and the impacts of new development on the regional transportation system [CGC 65089(c)]. The statutes further require that SANDAG approve any transportation computer models of specific areas within the county that will be used by local jurisdictions to determine the quantitative impacts of development on the circulation system. The computer model and database must be consistent with SANDAG's regional transportation model and regional growth forecast database.

SANDAG's Regional Growth Forecasts are the regional database for CMP analysis purposes. The "TRANPLAN" regional transportation computer model and associated subarea traffic analysis models are the CMP transportation forecast analysis models. This chapter summarizes the Regional Growth Forecasts and the TRANPLAN computer model.

REGIONAL DATABASE

One of SANDAG's major activities is the preparation of long-range forecasts of population, housing, employment, and land use for the San Diego region. The forecasts are adopted by SANDAG and accepted by all of the 18 cities and County to serve as a regional growth database. The forecasts are used by SANDAG, local governments, and the private sector for projects such as transportation planning, public facilities analyses, General Plan updates, and specific site location studies. Regional and local land use and transportation plans are direct inputs to the forecasting process. The base year estimates incorporate existing land uses and include all major new developments and smaller projects based on updated information provided by the local jurisdictions. SANDAG has been producing both short- and long-range forecasts of regional growth since 1971.

Series 7 is the current adopted Regional Growth Forecasts for the San Diego region. Series 7 forecasts changes in population, housing, and employment in the San Diego region from a 1986 base to year 2010. The forecasts include how much growth will likely occur on a regionwide basis, and where that growth will likely occur within the region based on current public policies. The regionwide forecast is based primarily on national, state, and local trends in economics, migration, fertility, and mortality. The local

distribution of growth - or subarea forecast - is based primarily on the availability of land for housing and employment. The San Diego region's population count from the 1990 Census is 2,498,000. Series 7 forecasts a San Diego region population of 3,155,000 in year 2010.

The Series 8 Regional Growth Forecasts are currently in preparation. These forecasts will be based, in part, on the 1990 Census data and will take into account General Plan changes and improvements to the forecasting process which have occurred since preparation of the Series 7 forecasts. Series 8 will provide annual regionwide forecasts for the years 1990-2020. Subregional forecasts will be prepared for the years 1995-2020, at five year increments. Following are some of the major improvements that will be incorporated in the Series 8 forecasts:

1. 1990 Census data will be used for the base year data base.
2. Population forecasts will be broken into four ethnic groups.
3. Forecasts will better reflect the influence of surrounding regions: Orange and Riverside Counties, and Baja California, Mexico.
4. The forecast models will produce more precise subregional employment allocations.
5. Subregional models will allow for more specific representations of the policies contained in the region's General and Community Plans.

The preliminary Series 8 Regionwide Forecasts will be released for review this fall. The preliminary Subarea Forecasts are scheduled for release in summer 1992 with final adoption of the Series 8 Regional Growth Forecasts in early 1993.

REGIONAL TRANSPORTATION MODEL

There is a distinct relationship between travel demand, land use patterns, and transportation systems. The transportation model is the application of analytical procedures incorporating mathematical and statistical relationships to quantify those relationships. The transportation model generates travel forecasts used to determine traffic level of service and land use and major project impacts on the transportation system.

SANDAG uses a four-step transportation modeling process to forecast travel activity in the region. TRANPLAN is the name of the overall transportation planning computer package used to run the regional transportation model. Many of the needed transportation datasets are maintained by ARC/INFO, a geographic database system. The transportation modeling steps consist of:

1. Generating average weekday person trip ends in each defined traffic analysis zone,

2. Estimating trip movements between traffic analysis zones using a trip distribution model.
3. Assigning trips to different forms of transportation (ie. auto, rideshare, bus, trolley) using a mode split model.
4. Assigning vehicle trips to road segments using a traffic assignment model.

The transportation models require three major inputs. One input is a traffic analysis zone level population and employment forecast, which determines the number of trips generated. Highway and transit system assumptions are another key input, affecting the amount and location of vehicular travel. Finally, transportation policy assumptions reflect programs such as TDM trip reduction ordinances that are not network related.

TRANPLAN is currently the most widely used transportation modeling procedure in the San Diego region. SANDAG and CALTRANS use the TRANPLAN computer model for forecasting traffic volumes and congestion on the state highway system. SANDAG's TRANPLAN computer model is also used to forecast bus, light rail trolley, and commuter rail ridership for both the Metropolitan Transit Development Board (MTDB) and the North County Transit District (NCTD). In addition, special training is provided to local agencies on the use of the transportation planning software. TRANPLAN support has been provided to the County of San Diego and the Cities of Escondido, Oceanside, and San Diego. More recently, the TRANPLAN modeling process has been used in conjunction with SANDAG's air quality models to estimate vehicle emissions for air quality conformity purposes.

One of the major activities in SANDAG's Overall Work Program (OWP) is the continued refinement and documentation of the regional modeling systems including the TRANPLAN transportation regional and subarea highway modeling procedures. Following are some of the regional transportation model update activities scheduled in the FY1991-92 OWP:

1. Update the regional transportation model highway coverage and zonal system to create new Series 8 Regional Growth Forecast traffic analysis zones,
2. Revise regional highway network coding to reflect existing facilities, General and Community Plan circulation element updates and project phasing,
3. Prepare a regionwide subarea zone system using the results of existing subarea studies where applicable, to facilitate the conduct of subarea studies,
4. Evaluate and implement model procedures to obtain traffic level of service (LOS) forecasts from regional and subarea highway modeling and improve procedures for summarizing and reporting LOS information,
5. Update the Trip Generation and Mode Choice Models and prepare new Trip Generation Model friction factors,

6. Maintain the TRANPLAN battery of transportation modeling software (licensed by the Urban Analysis Group) and provide local agencies with updates to these programs.

The local agency CMP conformity requirements are described in Chapter 8. One conformity requirement is that any large project traffic analysis use the TRANPLAN regional or subarea traffic forecasting or any other proposed local traffic analysis model that has been approved by SANDAG for use in CMP traffic analysis. Any local agency that intends to use a local traffic forecast model other than TRANPLAN must notify SANDAG at the earliest opportunity to determine applicability of the model for CMP analysis purposes.

CHAPTER 8

LOCAL AGENCY CMP CONFORMITY

LOCAL AGENCY CMP CONFORMITY

INTRODUCTION

Congestion Management Program (CMP) statutes require that SANDAG, as the Congestion Management Agency, annually determine if local agencies are conforming to the CMP [CGC 65089.3(a)] including, but not limited to all of the following:

- o Consistency with CMP traffic level-of-service and transit performance standards.
- o Adoption and implementation of a trip reduction and travel demand ordinance.
- o Adoption and implementation of a program to analyze the impacts of land use decisions, including the estimate of costs associated with mitigating these impacts.

Local agencies must also develop and approve CMP "Deficiency Plans" as required, develop CMP capital improvement project submittals, and use SANDAG approved traffic analysis models and the regional database for CMP analysis. In addition, local agencies must provide monitoring information regarding the CMP traffic level-of-service standards and provide land use and project information as part of the Regional Growth Forecast update process.

SANDAG annually determines, following a noticed public hearing, if local agencies are conforming to CMP requirements. The conformity determination process described in this chapter is based on a local agency self-certification process using a checklist format. If SANDAG determines that an agency is not conforming to the CMP, SANDAG notifies the agency in writing of the specific areas of nonconformance. If the agency has not come into compliance with the CMP within 90 days of receipt of the written notice, SANDAG must notify the State Controller to withhold the increased apportionment of new gas tax funds (Section 2105 revenues) resulting from Proposition 111. The local agency does not lose the gas tax revenues, but the State Controller withholds them until such time as SANDAG determines that the agency has come into CMP compliance.

CMP SELF-CERTIFICATION PROCESS

The primary method for determining local agency conformance to the CMP requirements is through a local agency self-certification process. A checklist of items has been prepared that will allow the local agency to determine self-certification with the CMP. That

checklist which is included in Appendix C is part of the overall "Local/Regional Consistency Checklist" for the Regional Growth Management Strategy (RGMS). The checklist includes specific questions regarding consistency with CMP traffic level-of-service standards, and adoption and implementation of both a trip reduction ordinance and a land use analysis program. Other questions identify use of both a SANDAG approved traffic forecast model and the Regional Growth Forecast database, and the preparation of CMP deficiency plans when required.

The local agency self-certification checklist has been formatted so an agency can indicate "yes" as being in conformance with the various items including an identification of any supporting documentation as appropriate. A "no" response indicates that the agency is not currently in conformance with the item and requires that agency to indicate what actions will be taken, and a schedule to achieve conformance.

Local agencies will be requested to complete the initial CMP self-certification on the same schedule as the Regional Growth Management Strategy (RGMS) self-certification. The RGMS is scheduled to go to SANDAG, acting as the Regional Growth Management and Review Board, in November 1991. Within six months after adoption of the RGMS, each jurisdiction, following a public hearing, would use the initial checklist to provide a status report on its consistency with the RGMS and CMP. During the succeeding 12 months, each agency would take the actions necessary to achieve consistency, and then, following a noticed public hearing, would adopt a resolution certifying consistency with both the RGMS and CMP.

CMP CONFORMITY REQUIREMENTS

An annual local agency CMP conformity finding will be made by SANDAG as part of the annual CMP Update. This initial 1991 CMP is scheduled for SANDAG adoption in November 1991. The 1992 CMP Update is currently scheduled for adoption in October 1992. Each local agency will need to be in conformance with the CMP requirements by October 1992. This will allow each agency sufficient time to revise any local programs to achieve conformance and to provide an adequate phase-in time for implementation of the land use analysis enhanced CEQA review process for large projects. During this period, SANDAG staff will provide CMP implementation and conformance requirement workshops and be available to meet with individual agencies as needed regarding the CMP process.

Following are the minimum CMP conformance items that each local agency will be required to undertake:

- a. Monitor and insure that the current actual traffic level-of-service (LOS) on the designated CMP system within the jurisdiction meets the CMP traffic LOS standards as defined in Chapter 2.
- b. Prepare the required CMP Deficiency Plan(s) as defined in Chapter 5 for any sections of the designated CMP system within the jurisdiction in which the current

actual traffic LOS falls below the CMP standard. The deficiency plan must be prepared prior to the first annual conformance determination after the actual deficiency occurs.

- c. Conduct annual traffic counts of the local jurisdiction's regional arterials and report to SANDAG as part of the annual "San Diego Region Average Weekday Traffic Volumes" publication.
- d. Report to SANDAG any physical or operational changes to the local jurisdictions regional arterials that would affect the calculation of arterial capacities for use in measuring and forecasting traffic LOS.
- e. Coordinate with the North County Transit District (NCTD) and/or Metropolitan Transit Development Board (MTDB) to insure that transit operators comment on the impact of new development on CMP transit performance standards as defined in Chapter 3.
- f. Adopt and implement the final Regional TDM Trip Reduction Ordinance, or an equivalent ordinance, in accordance with the trip reduction program implementation schedule.
- g. Adopt and implement a land use analysis program as described in Chapter 5, or an equivalent program, that as a minimum includes a traffic analysis of large projects to determine their impact on the regional transportation system including an estimate of the costs associated with mitigating those impacts.
- h. Require that any large project traffic analysis use the "TRANPLAN" regional or subarea traffic forecasting model or any other proposed local traffic analysis model that has been approved by SANDAG for use in CMP traffic analysis.
- i. Require that any land use analysis of large projects use SANDAG's most recent Regional Growth Forecasts as the basic population and land use database.
- j. Provide to SANDAG as part of the Regional Growth Forecast update process information regarding changes to general plan land use designations, and updated information regarding major new development approvals and smaller project information for use in SANDAG's cumulative traffic forecast analysis. The information shall be provided in the manner, form, and schedule established as part of the Regional Growth Forecast update and review process for local agency information.
- k. Submit to SANDAG as part of the annual CMP Update process any proposed CMP capital improvement program projects. Included are candidate projects for state Flexible Congestion Relief (FCR) and Traffic System Management (TSM) funding, and any locally funded projects that maintain or improve the CMP traffic level-of-service and transit performance standards, and mitigate regional transportation impacts identified through the CMP land use analysis program.

CMP FUNDING

A California Legislative Counsel opinion regarding the use of gas tax revenues to pay for CMP activities is included as Appendix H. Generally, local agencies may use gas tax subventions to pay for traffic LOS related work, the CMP land use analysis related work (presumably including the preparation of CMP deficiency plans), and those portions of the CMP capital improvement programs related to highways, streets and roads, and transit guideways. Generally, CMP activities related to transit operations and trip reduction programs are not allowable gas tax expenditures.

Local jurisdictions may use their TransNet local street and road funds for the same purposes as gas tax funds including the development and implementation of specific portions of CMP deficiency plans. Also, SANDAG has authorized local agencies to use their TransNet local street and road revenues for trip reduction programs. There are no specific state funding programs earmarked for deficiency plan development or implementation although certain state funding may be used to implement deficiency plan projects if those projects are otherwise eligible for use of those state funds.

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CONTENT OF REGIONAL TRANSPORTATION PLAN (Added AB 471)

65081 (b) ...The (Regional Transportation Plan) action element shall include all congestion management programs adopted by the commission pursuant to Chapter 2.6 (commencing with Section 65088)

CONTENT OF REGIONAL TRANSPORTATION IMPROVEMENT PROGRAM (Added AB 471)

65082 (b) For purposes of the regional transportation improvement program submitted to the commission on December 1, 1991, and every two years thereafter, congestion management programs adopted pursuant to Section 65089 shall be incorporated into the regional transportation improvement program. Local projects not included in a congestion management program shall not be included in the regional transportation improvement program. Projects and programs adopted pursuant to subdivision (a) shall be consistent with the seven-year capital improvement program adopted pursuant to paragraph (5) of subdivision (b) of Section 65089, and the guidelines adopted pursuant to Section 14530.1.

LEGISLATIVE FINDINGS AND DECLARATIONS (Added AB 471)

65088. The Legislature finds and declares all of the following:

(a) Although California's economy is critically dependent upon transportation, its current transportation system relies primarily upon a street and highway system designed to accommodate far fewer vehicles than are currently using the system.

(b) California's transportation system is characterized by fragmented planning, both among jurisdictions involved and among the means of available transport.

(c) The lack of an integrated system and the increase in the number of vehicles are causing traffic congestion that each day results in 400,000 hours lost in traffic, 200 tons of pollutants released into the air we breathe, and three million one hundred thousand dollars (\$3,100,000) added costs to the motoring public.

(d) To keep California moving, all methods and means of transport between major destinations must be coordinated to connect our vital economic and population centers.

(e) In order to develop the California economy to its full potential, it is intended that federal, state, and local agencies join with transit districts, business, private and

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environmental interests to develop and implement comprehensive strategies needed to develop appropriate responses to transportation needs.

DEFINITIONS (Amended AB 1791)

65088.1 As used in this chapter the following terms have the following meanings:

(a) Unless the context requires otherwise, "regional agency" means the agency responsible for preparation of the regional transportation improvement program.

(b) Unless the context requires otherwise, "agency" means the agency responsible for the preparation and adoption of the congestion management program.

(c) "City" includes a city and county.

(d) "Commission" means the California Transportation Commission.

(e) "Department" means the Department of Transportation.

(f) "Urbanized area" has the same meaning as is defined in the 1990 federal census for urbanized areas of more than 50,000 population.

(g) "Interregional travel" means trips that have neither origin nor destination within the boundary of the congestion management program.

CONGESTION MANAGEMENT PROGRAM (Amended AB 1791)

65089. (a) A congestion management program shall be developed, adopted, and annually updated for every county that includes an urbanized area, and shall include every city and the county. The program shall be adopted at a noticed public hearing of the agency. The Program shall be developed in consultation with, and with the cooperation of, the transportation planning agency, regional transportation providers, local governments, the department, and the air pollution control district or the air quality management district, either by the county transportation commission, or by another public agency, as designated by resolutions adopted by the county board of supervisors and the city councils of a majority of the cities representing a majority of the population in the incorporated area of the county.

(b) The program shall contain all of the following elements:

(1) (A) Traffic level of service standards established for a system of highways and roadways designated by the agency. The system shall include at a minimum all state highways and principal arterials. No highway or roadway designated as a part of the system shall be removed from the system. All new state highways and principal arterials shall be

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designated as part of the system. Level of service (LOS) shall be measured by Circular 212, (or by the most recent version of the Highway Capacity Manual), or by a uniform methodology adopted by the agency which is consistent with the Highway Capacity Manual. The determination as to whether an alternative method is consistent with the Highway Capacity Manual shall be made by the regional agency, except that the department shall make this determination instead if either (i) the regional agency is also the agency, as those terms are defined in Section 65088.1, or (ii) the department is responsible for preparing the regional transportation improvement plan for the county.

(B) In no case shall the LOS standards established be below the level of service E or the current level, whichever is farthest from level of service A, except where a segment or intersection had been designated as deficient and a deficiency plan has been adopted pursuant to Section 65089.3.

(2) Standards established for the frequency and routing of public transit, and for the coordination of transit service provided by separate operators.

(3) A trip reduction and travel demand element that promotes alternative transportation methods, such as carpools, vanpools, transit, bicycles, and park-and-ride lots; improvements in the balance between jobs and housing; and other strategies, including flexible work hours and parking management programs.

(4) A program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems, including an estimate of the costs associated with mitigating those impacts. In no case shall the program include an estimate of the costs of mitigating the impacts of interregional travel. The program shall provide credit for local public and private contributions to improvements to regional transportation systems. However, in the case of toll road facilities, credit shall only be allowed for local public and private contributions which are unreimbursed from toll revenues or other state or federal sources. The agency shall calculate the amount of the credit to be provided.

(5) A seven year capital improvement program to maintain or improve the traffic level of service and transit performance standards developed pursuant to paragraphs (1) and (2), and to mitigate regional transportation impacts identified pursuant to paragraph (4), which conforms to transportation-related vehicle emissions air quality mitigation measures.

(c) The agency, in consultation with the regional agency, cities, and the county shall develop a uniform data base on traffic impacts for use in a countywide transportation computer model and shall approve transportation computer models of specific areas within the county that will be used by local jurisdictions to determine the quantitative impacts of development on the circulation system that are based on the countywide model and standardized modeling assumptions and conventions. The computer models shall be

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consistent with the modeling methodology adopted by the regional planning agency. The data bases used in the models shall be consistent with the data bases used by the regional planning agency. Where the regional agency has jurisdiction over two or more counties, the data bases used by the agency shall be consistent with the data bases used by the regional agency.

REGIONAL AGENCY REVIEW (Added AB 471)

Section 65089.2 (a) Congestion management programs shall be submitted to the regional agency. The regional agency shall evaluate the consistency between the program and the regional transportation plans required pursuant to Section 65080. In the case of multicounty regional agency, that agency shall evaluate the consistency and compatibility of the programs within the region.

(b) The regional agency, upon finding that the program is consistent, shall incorporate the program into the regional transportation improvement program as provided for in Section 65082. If the regional agency finds the program is inconsistent, it may exclude any project in the congestion management program from inclusion in the regional transportation improvement program.

MONITORING OF CMP IMPLEMENTATION (Amended AB 1791)

65089.3 (a) The agency shall monitor the implementation of all elements of the congestion management program. Annually, the agency shall determine if the county and cities are conforming to the congestion management program, including, but not limited to, all of the following:

(1) Consistency with levels of service and performance standards, except as provided in subdivisions (b) and (c).

(2) Adoption and implementation of a trip reduction and travel demand ordinance.

(3) Adoption and implementation of a program to analyze the impacts of land use decisions, including the estimate of the costs associated with mitigating these impacts.

(b) (1) A city or county may designate individual deficient segments or intersections which do not meet the established level of service standards if, prior to the designation, at a noticed public hearing, the city or county has adopted a deficiency plan which shall include all of the following:

(A) An analysis of the causes of the deficiency.

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(B) A list of improvements necessary for the deficient segment or intersection to maintain the minimum level of service otherwise required and the estimated costs of the improvements.

(C) A list of improvements, programs, or actions, and estimates of costs, that will (i) measurably improve the level of service of the system, as defined in subdivision (b) of Section 65089, and (ii) contribute to significant improvements in air quality, such as improved public transit service and facilities, improved nonmotorized transportation facilities, high occupancy vehicle facilities, and transportation control measures. The air quality management district or the air pollution control district shall establish and periodically revise a list of approved improvements, programs, and actions which meet the scope of this paragraph. If an improvement, program, or action is on the approved list and has not yet been fully implemented, it shall be deemed to contribute to significant improvements in air quality. If an improvement, program, or action is not on the approved list, it shall not be implemented unless approved by the local air quality management district or air pollution control district.

(D) An action plan, consistent with the provisions of Chapter 5 (commencing with Section 66000) of Division 1 of Title 7, that shall be implemented, consisting of improvements identified in paragraph (B), or improvements, programs, or actions identified in paragraph (C), that are found by the agency to be in the interest of the public's health, safety and welfare. The action plan shall include a specific implementation schedule.

(2) A city or county shall forward its adopted deficiency plan to the agency. The agency shall hold a noticed public hearing within 60 days of receiving the deficiency plan. Following the hearing, the agency shall either accept or reject the deficiency plan in its entirety, but the agency may not modify the deficiency plan. If the agency rejects the plan, it shall notify the city or county of the reasons for that rejection.

(c) The agency, after consultation with the regional agency, the department, and the local air quality management district or air pollution control district, shall exclude from the determination of conformance with level of service standards, the impacts of any of the following:

- (1) Interregional travel.
- (2) Construction, rehabilitation, or maintenance of facilities that impact the system.
- (3) Freeway ramp metering.
- (4) Traffic signal coordination by the state or multijurisdictional agencies.
- (5) Traffic generated by the provision of low and very low income housing.
- (d) For the purposes of this chapter, the impacts of a trip which originates in one county and which terminates in another county shall be included in the determination of

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conformance with level of service standards with respect to the originating county only. A roundtrip shall be considered to consist of two individual trips.

DETERMINATION OF NONCONFORMANCE (Amended AB 1791)

65089.4 (a) If, pursuant to the annual monitoring provided for in Section 65089.3, the agency determines, following a noticed public hearing, that a city or county is not conforming with the requirements of the congestion management program, the agency shall notify the city or county in writing of the specific areas of nonconformance. If, within 90 days of the receipt of the written notice of nonconformance, the city or county has not come into conformance with the congestion management program, the governing body of the agency shall make a finding of nonconformance and shall submit the finding to the commission and to the Controller.

(b) Upon receiving notice from the agency of nonconformance, the Controller shall withhold apportionments of funds required to be apportioned to that nonconforming city or county by Section 2105 of the Streets and Highways Code, until the Controller is notified by the agency that the city or county is in conformance.

RELATION OF CMP AND GENERAL PLAN CONFORMITY (Added AB 1791)

65089.5 Failure to complete or implement a congestion management program shall not give rise to a cause of action against a city or county for failing to conform with its general plan, unless the city or county incorporates the congestion management program into the transportation element of its general plan.

AFFECTED DEVELOPMENTS (Added AB 1791)

65089.6 A proposed development specified in a development agreement entered into prior to July 10, 1989, shall not be subject to any action taken to comply with this chapter, except actions required to be taken with respect the trip reduction and travel demand element of a congestion management program pursuant to paragraph (3) of subdivision (b) of Section 65089.

MEMORANDUM OF AGREEMENT BETWEEN
THE SAN DIEGO ASSOCIATION OF GOVERNMENTS (HEREINAFTER
REFERRED TO AS AGENCY), THE SAN DIEGO COUNTY AIR POLLUTION
CONTROL DISTRICT (HEREINAFTER REFERRED TO AS DISTRICT), THE
CALIFORNIA DEPARTMENT OF TRANSPORTATION (CALTRANS) (HEREINAFTER
REFERRED TO AS STATE), THE NORTH SAN DIEGO COUNTY TRANSIT
DEVELOPMENT BOARD AND THE SAN DIEGO METROPOLITAN TRANSIT
DEVELOPMENT BOARD (HEREINAFTER COLLECTIVELY REFERRED TO AS
TRANSIT DEVELOPMENT BOARDS) ESTABLISHING GUIDELINES
FOR DEVELOPMENT, REVIEW AND ADOPTION OF A CONGESTION
MANAGEMENT PROGRAM FOR THE SAN DIEGO REGION

Whereas, Section 65089 (a) of the Government Code¹ requires that a Congestion Management Program (CMP) shall be developed, adopted, and annually updated for every county that includes an urbanized area, and shall include every city and the county; and

Whereas, Section 65089 (a) requires that the CMP shall be developed by the designated agency in consultation with, and with the cooperation of, the regional transportation planning agency, regional transportation providers, local governments, State and the air pollution control district; and

Whereas, Section 65089 (a) and (b) requires that the agency adopt and annually update the CMP which shall contain all of the following elements:

1. Traffic level of service standards established for a system of highways and roadways designated by the agency;
2. Standards established for the frequency and routing of public transit, and for the coordination of transit service provided by separate operators;
3. A trip reduction and travel demand element that promotes alternative transportation methods;
4. A program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems;
5. A capital improvement program; and

Whereas, Section 65089 (c) requires the agency, in consultation with the cities and the county to develop a uniform data base on traffic impacts for use in a countywide transportation computer model and shall approve transportation computer models of specific areas within the county that will be used by local jurisdictions to determine the quantitative impacts of development on the circulation system; and

¹ All further references are to the Government Code.

Whereas, Section 65089.2 requires that the agency, acting as the regional transportation planning agency, shall determine whether the CMP is consistent with the regional transportation plan (RTP) and upon such finding shall incorporate the CMP into the regional transportation improvement program (RTIP); and

Whereas, Section 65089.3 clearly establishes the process for monitoring by the agency of CMP implementation; and

Whereas, it is in the best interests of the parties hereto to establish a process for development of the CMP, in accordance with state law, which will ensure the necessary and appropriate involvement of each participant in the process; NOW THEREFORE

BE IT RESOLVED, that the parties hereto hereby agree that the process for development of each of the required elements of the CMP shall be undertaken as follows:

1. Defining the System and Level of Service Standards.

Section 65089 (b)(1)(A) requires that, at a minimum, the designated system include all state highways, and principal arterials. It is important for the agency to consider the compatibility of the CMP system with other defined systems. Section 65089(b)(1)(B) establishes the minimum level of service standards, allowing the agency to establish higher levels of service standards, and different standards for different parts of the region. Level of service shall be measured by Circular 212, (or by the most recent version of the Highway Capacity Manual), or by a uniform methodology adopted by the agency which is consistent with the Highway Capacity Manual. State is responsible for determining whether the alternative methodology is consistent with the Highway Capacity Manual when the agency and the regional transportation planning agency are the same agency.

Agency shall consult with local general purpose governments, State, the transit development boards, the district and neighboring agencies for purposes of developing this element.

2. Transit Standards Element.

Agency shall consult with transit development boards, local general purpose governments and the district to develop transit standards. The agency may choose to adopt the existing service standards of the local operators, as set forth in the Short Range Transit Plans, as an initial standard.

3. Trip Reduction and Travel Demand Element.

Section 65089(b)(3) requires that the trip reduction and travel demand element promote alternative transportation methods, such as carpools, vanpools, transit, bicycles, and park-and-ride lots; improvements in the balance between jobs and housing; and other strategies, including flexible work hours and parking management programs. Section 65089.3 requires that the agency monitor the implementation of all elements of the congestion management program and annually determine if the county and cities are in conformance with the CMP including, pursuant

to subsection (a)(3), the adoption and implementation of a trip reduction and travel demand ordinance by each jurisdiction.

Because of the linkages of Transportation Demand Management (TDM) measures to the Air Quality Strategy, RTP, and General Plans, the agency shall coordinate and consult with the district, local general purpose governments and transit development boards when developing this element. For purposes of this agreement, the Air Quality Strategy is defined as the regional program to attain and maintain state and federal air quality adopted by the district in accordance with the requirements of the state and federal law.

Conformance of the trip reduction and travel demand element with the Air Quality Strategy shall be determined by agency only after the district has had a minimum of sixty days to review this element and comment as to its conformance with the Air Quality Strategy.

4. Land Use Analysis Program.

The agency must develop a program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems, including an estimate of the costs associated with mitigating those impacts. The district may develop indirect source control programs to minimize the air pollution impacts of current and future land uses.

The agency, district, and general purpose local governments shall work cooperatively to create an integrated program, for inclusion in the CMP and the Air Quality Strategy, which addresses both the air quality and traffic congestion impacts of new development, in accordance with existing state law.

5. Capital Improvement Program.

Section 65089(b)(5) requires that the agency develop a seven-year capital improvement program to maintain or improve the traffic level of service and transit performance standards that have been adopted in the CMP and to mitigate regional transportation impacts identified through the land use analysis program. Capital improvement projects must conform to transportation-related vehicle emissions air quality mitigation measures (also referred to as transportation control measures) which are required to be developed by agency and approved by the district for inclusion in the Air Quality Strategy.

The district shall be provided a minimum of sixty days to review and comment on conformance of the capital improvement program to transportation-related vehicle emissions air quality mitigation measures, including the transportation control measures and the Air Quality Strategy.

Agency, as the regional transportation planning agency will ultimately be responsible for incorporating the capital improvement program into the RTIP. Projects selected for the capital improvement program will need to be consistent with the goals, policies, actions, and projects as identified in the RTP. Because CMP's are required to be consistent with RTP's, they will conform to air quality plans. Pursuant to the Federal Clean Air Act, as amended, agency must assess and determine the consistency of the RTP with the State Implementation Plan.

Prior to agency determining consistency of the CMP and the RTP with the Air Quality Strategy (which shall be undertaken in accordance with state law), agency shall submit these plans to the district for review and comment regarding the consistency of these plans with the Air Quality Strategy. District shall be provided a minimum of sixty days prior to agency action for this purpose.

The capital improvement program shall be developed by the agency in consultation with local general purpose governments, transit development boards, the district, and State.

6. Data Base and Model Development.

The purpose of this requirement which is set forth in Section 65089 (c) is to guide the congestion management decision-making process in identifying the most effective balance of transportation programs and projects which maintain level of service standards. This includes the consideration of the benefits of transit service and transportation demand management programs, as well as the need for projects that improve congestion on the CMP highway and arterial system. The modeling requirement is also intended to assist local agencies in assessing the impact of new development on the transportation system.

The agency will need the participation of other agencies to provide the data and assumptions that will fuel the model. At a minimum, the agency shall seek input from local general purpose governments, State and transit development boards.

7. Monitoring of CMP Implementation.

For purposes of developing deficiency plans which are required to be adopted by cities and counties which do not meet the established level of service standards, Section 65089.3(b)(1)(C) requires that the district establish a list of approved improvements, programs and actions which meet the scope of this section. This list shall be developed as part of the Air Quality Strategy.

BE IT FURTHER RESOLVED, that in every case where federal or state law or regulation requires consistency between the plans or programs for which agency is responsible and the Air Quality Strategy, agency will provide such assurance.

BE IT FURTHER RESOLVED, that in every case herein where the district is provided an opportunity to review and comment on the consistency of any plan or plan element with the Air Quality Strategy, agency shall give substantial weight to the district's comments prior to making its final determinations.

BE IT FURTHER RESOLVED, that the process for review and adoption of the CMP shall be as follows:

Upon completion of the draft CMP, agency shall distribute it, for review and comment, for not less than 60 days to all other parties to this agreement. All comments received within the review period shall be considered by agency prior to adoption of the CMP.

The CMP will be submitted to the district for review and comment. Any input from the district will be considered by the agency prior to making any final determination as to conformance with the Air Quality Strategy.

Pursuant to the requirements of Section 65089(a), and subsequent to the review period, the agency shall adopt the CMP at a noticed public hearing of the agency.

**DRAFT RGMS/CMP
LOCAL/REGIONAL CONSISTENCY CHECKLIST
(Air Quality, Transportation System, Demand Management)**

This checklist is to be used by local and regional agencies to determine the consistency of their general and community plans, policies and regulations/ordinances with the Regional Growth Management Strategy. The Strategy contains a number of recommended actions which affect local and regional agencies. This checklist will be used by these agencies to evaluate their consistency, and to describe what actions they will need to take to achieve consistency with the Strategy.

The questions are arranged according to the eight Quality of Life factors (with Air Quality and Transportation combined), and categorized according to who is responsible for answering them; i.e., the cities and the County, the transit development boards, the County Water Authority, etc. The transportation questions have also been designed to enable the cities and County to self-certify conformance with the Congestion Management Program (CMP) requirements.

The responsible agency should answer the questions by checking "yes", "no" or "other." A "yes" answer indicates consistency with the Strategy, and should be documented by noting the ordinance number and date of adoption, the element of the General/Community Plan(s), or other policy or regulation. A "no" answer indicates inconsistency with the Strategy, and requires the reporting agency to indicate what actions will be taken, and a schedule to achieve consistency. An "other" answer should be used when the question cannot clearly be answered yes or no. Each question is followed by a line where "yes" answers can be documented, and several lines for comments. If more space is needed to explain a "no" or "other" answer, please attach additional sheets.

A list of the documents which will be used in answering the checklist questions is attached (Attachment 1). Copies of these documents are available if needed.

AIR QUALITY AND TRANSPORTATION SYSTEM AND DEMAND MANAGEMENT

Transportation Demand Management

Cities and County

1. Has the Regional Trip Reduction Ordinance, or an equivalent ordinance, been adopted? Note: The Congestion Management Program (CMP) statutes require that each city and the County adopt and implement a Trip Reduction Ordinance.
- Yes No Other
- _____

Documentation: _____

Comments: _____

2. Are all of the elements of the Trip Reduction Ordinance being implemented in your jurisdiction?
- Yes No Other

Documentation: _____

Comments: _____

Transportation Capacity Expansion

Cities and County

1. Are the High Occupancy Vehicle (HOV) lanes shown in the 1990 Regional Transportation Plan (RTP) along local streets and roads located in your jurisdiction shown in your General/Community Plan(s)? Note: This currently applies only to National City and the City of San Diego. Yes No Other

Documentation: _____

Comments: _____

2. Does your General/Community Plan(s) identify existing and proposed bicycle facilities and coordinate with other bicycle facility projects included in the 1990 RTP? Yes No Other

Documentation: _____

Comments: _____

Transit Development Boards

- | | | | | |
|----|--|-----|-----|-------|
| 1. | Are the peak-period transit route frequency standards and objectives contained in your short-range plans consistent with those specified in the Regional Growth Management Strategy and CMP? | Yes | No | Other |
| | | ___ | ___ | ___ |

Documentation: _____

Comments: _____

- | | | | | |
|----|--|-----|-----|-------|
| 2. | Are existing peak-period transit route frequencies consistent with the transit performance standards and objectives set by the Strategy and CMP? | Yes | No | Other |
| | | ___ | ___ | ___ |

Documentation: _____

Comments: _____

Transportation System Management

Cities and County

- | | | | | |
|----|--|-----|-----|-------|
| 1. | Are the traffic level of service objectives contained in your General/Community Plan(s) equal to or better than those specified in the Strategy, i.e., LOS "D" for the freeways and the Regional Arterial System identified in the 1990 RTP? | Yes | No | Other |
| | | ___ | ___ | ___ |

Documentation: _____

Comments: _____

2. Has a traffic forecast been prepared based on the land uses and circulation system contained in the General/Community Plan(s)? Yes No Other

Documentation: _____

Comments: _____

3. Does your jurisdiction have a program(s) to achieve the traffic level of service objectives identified in the Strategy? Yes No Other

Documentation: _____

Comments: _____

4. Do your traffic forecasts make use of a SANDAG-approved traffic forecasting model and incorporate SANDAG's Regional Growth Forecasts as a uniform benchmark for population and land use data? Yes No Other

Note: This is a requirement of the CMP statutes.

Documentation: _____

Comments: _____

5. Has your agency adopted and implemented a process to evaluate and mitigate the traffic impacts of major projects on the 1990 regional transportation system, including the level of service standards and objectives of the CMP and Strategy? (The definition of a "major" project is the one used by CEQA and in the Memorandum of Understanding among the local jurisdictions for notification of land use and development actions by the County of San Diego and the cities.) Note: The CMP statutes require that each city and the County adopt and implement a program to analyze the impacts of land use decisions, including mitigation costs, on the regional transportation system.
- Yes No Other
____ _

Documentation: _____

Comments: _____

6. Does the process include the traffic impacts on all freeways and the regional arterial system affected by the project (including arterials and freeways in adjacent jurisdictions)?
- Yes No Other
____ _

Documentation: _____

Comments: _____

7. Does the process consider existing and future planned land uses, and reasonably foreseen projects within the jurisdiction, and adjoining jurisdictions? Yes No Other

Documentation: _____

Comments: _____

8. Does your agency prepare and adopt CMP Deficiency Plans as part of the major project approval process if any state highway or CMP principal arterials are forecast to fall below the CMP traffic level of service standards? Note: The development and adoption of Deficiency Plans is a requirement of the CMP statutes. Yes No Other

Documentation: _____

Comments: _____

9. Is the existing traffic level of service on the regional arterial system routes (in the 1990 RTP) in your jurisdiction consistent with the Strategy's level of service objective of LOS "D"? Yes No Other

Note: If a roadway will not be able to meet the Strategy's regional level of service objectives for specific reasons such as preservation of landscaping, inadequate room to widen, or other overriding considerations, these exceptions should be explained.)

Documentation: _____

Comments: _____

- | | | | |
|---|-------|-------|-------|
| 10. Is there a plan in place to optimize the traffic signals in your jurisdiction to improve traffic flow through a centralized traffic control system? | Yes | No | Other |
| | _____ | _____ | _____ |

Documentation: _____

Comments: _____

CALTRANS/SANDAG

- | | | | |
|---|-------|-------|-------|
| Is the existing traffic level of service on the freeways within your jurisdiction consistent with the Strategy's level of service objective of LOS "D"? | Yes | No | Other |
| | _____ | _____ | _____ |

SAN DIEGO ASSOCIATION OF GOVERNMENTS REGIONAL TRANSPORTATION DEMAND MANAGEMENT PROGRAM POLICY GUIDELINES

- I. A comprehensive Regional Transportation Demand Management (TDM) Program shall be developed for adoption by the SANDAG Board of Directors to achieve the following goal:

"It shall be the goal of the San Diego Association of Governments, SANDAG, to develop and facilitate the implementation of an on-going, proactive, and cost-effective Regional Transportation Demand Management Program to preserve regional mobility, improve regional environmental quality and economic viability, conserve limited energy resources, and reduce the negative impacts of regional traffic congestion."

"Transportation Demand Management shall imply actions to influence traveler behavior by mode, frequency, time, route, or trip length, in order to improve the efficiency and effectiveness of the Region's transportation systems."
- II. The comprehensive Regional TDM Program shall measurably and significantly support the Region's air quality improvement goals and the California Clean Air Act of 1988.

There are five basic air quality criteria. They include: (a) Air quality plans must include reasonably available transportation control measures, (b) transportation control measures must achieve an average vehicle occupancy of 1.5 or more persons per vehicle during weekday commute hours by 1999, (c) there shall be no net increase in vehicle emissions after 1997, (d) vehicle trips shall increase no faster than the rate of population growth, and (e) a 5 % yearly reduction in emissions until state air quality standards are met.
- III. SANDAG shall coordinate its Regional TDM Program with the efforts of adjacent regional councils and the state to assure maximum compatibility and integration of effort.
- IV. Development of a comprehensive Regional TDM Program shall address all major contributors to the traffic stream including such major trip generators as employment, colleges and universities, schools and institutions, goods movement, commercial, major activities and events, and recreational travel.

- V. The near-term focus of the Regional TDM Program shall be on the largest components of the principal period traffic stream including freeway travel, employment travel, college and university student travel, and goods movement.
- VI. The other components of the traffic stream including school and institutional travel, commercial travel, major activity and event travel, and recreational travel, shall be developed for implementation in conjunction with the policies and programs for the larger components of the traffic stream, but shall not delay the early implementation of the larger components policies and programs.
- VII. The Regional TDM Program, to the greatest extent possible, shall achieve its objectives based on an incentive-driven, benefit-oriented approach, and shall include the broadest possible base of participation to maximize the results while minimizing the impacts upon any particular traffic component or user.
- VIII. The Regional TDM Program, to the extent possible, shall achieve its objectives in cooperation with and in support of the Regional Long-Range Transit Development Plan to insure that the planned investment in transit facilities and equipment designed to carry at least 300% increase in ridership by the year 2010 is achieved.
- IX. Regional Land Use and Development Policies and Programs supportive of a Comprehensive Regional TDM Program, including for example, aggressive efforts to encourage the development of transportation alternatives, the promotion of balanced business/residential communities, and the use of transportation futurist concepts, shall be developed within the General Plans of the Region's cities.

SAN DIEGO ASSOCIATION OF GOVERNMENTS REGIONAL TRANSPORTATION DEMAND MANAGEMENT PROGRAM

FEATURES OF THE DRAFT MODEL PROGRAM AND ORDINANCE*

The draft Regional TDM Program and Ordinance includes the following concepts:

1. The Regional TDM Program and Ordinance is specifically designed as a comprehensive regional traffic management program for adoption by each of SANDAG's member agencies.
2. The Regional TDM Program and Ordinance includes objectives for each of the larger components of the Principal Travel Period traffic stream including freeway travel, employment travel, college and university student travel, and goods movement travel. The objectives for each of the larger traffic components are listed below:
 - a. The objectives of the Freeway Traffic Element policies and programs shall lead to the achievement of a 1.5 average vehicle occupancy** for all area freeways and regional arterials during the principal travel period by the year 2000; and a 1.6 average vehicle occupancy by the year 2010. The strategies and tactics of this element are included as an integral part of the Regional Transportation Plan and Regional Transportation Improvement Plan.
 - b. The objectives of the Employment Traffic Element policies and programs shall lead to the achievement of a 1.5 Average Vehicle Ridership (AVR) for regionwide employment traffic during the Principal Travel Period by the year 2000; and a 1.6 Average Vehicle Ridership by the year 2010.
 - c. The objectives of the College and University Traffic Element policies and programs shall lead to the achievement of a 1.5 student Average Vehicle Ridership by the year 2000; and a 1.6 student Average Vehicle Ridership by the year 2010.

Included as part of the College and University Traffic Element is the Student Transit/Shuttle Subsidy Program designed to increase college and university student transit ridership by 1 % per year over a twenty-year period, achieving a 12 % student transit ridership rate by the year 2000; and, a 22 % ridership by the year 2010.
 - d. The objectives of the Goods Movement Traffic Element policies and programs shall lead to the achievement of a 25 % reduction in goods movement traffic during the Principal Travel Period by the year 2000; and a 35 % reduction by the year 2010.

* To be prepared by May 1991

** Measure specified by the California Clean Air Act

The objectives of the Goods Movement Traffic Element shall also lead to a 50% reduction in the number of regional truck incidents by the year 2000; and, a 50% reduction in the average amount of delay per incident by the year 2000.

3. According to traffic models based upon the Series 7 growth forecasts, the scheduled provisions of TransNet, and additional facilities identified in the Regional Transportation Plan, the achievement of the annual targets prescribed in the Employment Traffic Element alone will produce the results listed in the table below. These results combined with the added benefits of the College and University, and Goods Movement Traffic Elements provide for a significant improvement in the projected heavy congestion of our region's roadways.

<u>Year/Program</u>	<u>Heavy Congestion Miles</u>	<u>Percent Heavy Congestion</u>	<u>AVR</u>
1988 Freeway Conditions	26 miles	11 %	1.19
2000 w/o TDM	59 miles	22 %	1.18
2000 with Employment Element	43 miles	16 %	1.50
2010 w/o TDM	80 miles	29 %	1.18
2010 with Employment Element	35 miles	12 %	1.60

4. The Regional TDM Program and Ordinance is specifically designed and sized for regional implementation and, therefore, it is intended to be adopted as written by the cities and the County in order to establish a regionally uniform and equitable TDM program.
5. Each of the cities and the County shall adopt the Regional TDM Program and Ordinance, authorize the formation of a Regional TDM Program Board; and, sponsor necessary legislation to establish the administrative and fiscal authorities for the Program.
6. The level of funding provided shall be adequate to support the operations of the Regional TDM Program and Ordinance, including each of the Regional TDM Program traffic elements (freeway travel, employment travel, college and university student travel, and goods movement travel). Program revenues shall be derived, to the extent possible, from regional user fees (i.e. vehicle registration fees) rather than employer filing fees and local city/County funding.
7. Funding for the Regional TDM Program and Ordinance shall be established through legislative or other actions by the SANDAG member agencies (i.e. motor vehicle registration fee, local gasoline tax subventions, parking surcharge, parking violation and surcharge, smog impact fees, development impact fees, etc.).

8. The administrative responsibilities for the Regional TDM Program and Ordinance shall be assigned to a collectively staffed Regional TDM Program Board established by the member agencies with the assistance of SANDAG to insure optimum uniformity and cost-effective program administration.
9. The Regional TDM Program Board, serving on behalf of the SANDAG member agencies, shall manage and coordinate the delivery of services to assist employers, college and universities, and goods movement/trucking providers. The Program Board shall provide such services as: regionwide administration, marketing, education, publications and promotional materials; assistance in conducting surveys, designing programs and plans; and, providing computerized matching services.
10. The Regional TDM Program Board shall consist of centralized administrative, marketing and computing functions. Subregional offices may be established to coordinate localized services provided each employer, college and university, and goods movement provider. These services will be based upon the local conditions and the transportation resources available.
11. The Regional TDM Program and Ordinance shall require employers, colleges and universities and goods movement providers to participate. The phasing of participation is based upon employer, college or university, and goods movement provider size and location.
12. The Regional TDM Program and Ordinance shall require each employer, college and university, and goods movement provider to take actions to achieve prescribed annual AVR Targets.
13. The Regional TDM Program and Ordinance shall initially focus on the voluntary achievement of annual AVR Targets and require only that employers, colleges and universities, and goods movement providers file an annual TDM Report of the results of their voluntary TDM actions.
14. The Regional TDM Program and Ordinance provides that if an employer, college or university, or goods movement provider falls short of achieving its annual AVR Target through voluntary actions, then the employer, college or university, or goods movement provider must further strengthen its program by filing a TDM Plan and thereby selecting and implementing TDM actions designed to attain the next annual AVR Target.
15. The Regional TDM Program and Ordinance provides that if an employer, college or university, or good movement provider falls short of achieving its annual AVR Target and fails to implement and carry out its TDM Plan, then the employer, college or university, or goods movement provider may be found in violation of the Regional TDM Program and Ordinance and the Regional Air Quality Plan, and shall be subject to civil penalties for violation. The purpose of this provision is to insure the commitment and participation of all.

16. The Regional TDM Program and Ordinance shall promote the formation of Transportation Management Associations allowing employers, colleges and universities, and goods movement providers to be considered on a group or collective basis, if desired.
17. The Regional TDM Program and Ordinance shall provide that any penalties collected, in excess of the cost of enforcement and adjudication, be deposited in a regional trust fund to be distributed by the Regional TDM Program Board in the form of private/public grants toward the promotion and development of alternative forms of transportation.
18. The Regional TDM Program and Ordinance may require (in a separate document at a later date) that developers, building owners and building operators offer tenants the opportunity to form a TMA, distribute and post TDM information, and provide a certified TDM coordinator to assist tenants in meeting their TDM objectives.
19. While the emphasis of the Regional TDM Program and Ordinance is to preserve regional mobility, the implementation of transportation control measures to meet air quality goals is required by the California Clean Air Act of 1988. As a result, it is intended that the Regional TDM Program and Ordinance shall be modified, if necessary, to be consistent with the transportation control measure criteria to be adopted by the Air Pollution Control Board.

Source: Model Regional Transportation Demand Management Program, SANDAG, Revised - April 17, 1991.



San Diego ASSOCIATION OF GOVERNMENTS

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BRIEF GUIDE OF VEHICULAR TRAFFIC GENERATION RATES FOR THE SAN DIEGO REGION

JUNE 1991

NOTE: This list only represents a guide of average, or estimated, traffic generation rates for land uses (emphasis on acreage and building square footage) in the San Diego region. These rates are subject to change as future documentation becomes available, or as local sources are updated. For more specific information regarding traffic data and trip rates, please refer to the San Diego Traffic Generators manual. Always check with local jurisdictions for their preferred or applicable rates.

LAND USE	ESTIMATED WEEKDAY VEHICLE TRIP GENERATION RATE	HIGHEST PEAK HOUR % (plus IN:OUT ratio)	
		Between 7-9 A.M.	Between 4-6 P.M.
Agriculture (Open Space)	2/acre**		
Airports			
Commercial	12/acre, 100/flight, 70/1000 sq. ft.**	6% (6:4)	7% (5:5)
General Aviation	6/acre, 3 flight, 7/based aircraft***	10% (6:4)	15% (5:5)
Heliports	100/acre**		
Automobile			
Car Wash	900/site, 600/acre**	4% (5:5)	9% (5:5)
Gasoline	750/station, 130/pump**	6% (5:5)	12% (5:5)
Sales (Dealer & Repair)	50/1000 sq. ft., 300/acre, 60/service stall* **	5% (7:3)	8% (4:6)
Auto Repair Center	20/1000 sq. ft., 400/acre, 20/service stall*	8% (7:3)	11% (4:6)
Banking			
Bank (walk-in only)	150/1000 sq. ft., 1000/acre* **	4% (7:3)	8% (4:6)
Bank (w/drive-through)	200/1000 sq. ft., 1500/acre*	5% (6:4)	10% (5:5)
Drive-through only	300/(150 one-way)/lane*	3% (5:5)	13% (5:5)
Savings & Loan	60/1000 sq. ft., 600/acre**	2%	9%
Drive-through only	100 (50 one-way)/lane**	4%	15%
Cemeteries	5/acre*		
Church (or Synagogue)	12/1000 sq. ft., 40/acre** (triple rates for Sunday, or days of assembly)	4% (8:2)	8% (5:5)
Commercial/Retail Centers			
Super Regional Shopping Center (More than 60 acres, more than 600,000 sq. ft., w/usually 3+ major stores)	40/1000 sq. ft., 400/acre*	2% (7:3)	9% (5:5)
Regional Shopping Center (30-60 acres, 300,000-600,000 sq. ft., w/usually 2+ major stores)	50/1000 sq. ft., 500/acre*	2% (7:3)	9% (5:5)
Community Shopping Center (10-30 acres, 100,000-300,000 sq. ft., w/usually 1 major store and detached restaurant)	70/1000 sq. ft., 700/acre* **	3% (6:4)	10% (5:5)
Neighborhood Shopping Center (Less than 10 acres, less than 100,000 sq. ft., w/usually grocery store & drug store)	120/1000 sq. ft., 1200/acre* **	4% (6:4)	11% (5:5)
Commercial Shops (also strip commercial)	40/1000 sq. ft., 400/acre*	3% (6:4)	9% (5:5)
Supermarket	150/1000 sq. ft., 2000/acre* **	4% (7:3)	10% (5:5)
Convenience Market	500/1000 sq. ft.**	8% (5:5)	8% (5:5)
Discount Club	80/1000 sq. ft., 800/acre**	1% (8:2)	9% (5:5)
Discount Store	70/1000 sq. ft., 600/acre**	2% (6:4)	10% (5:5)
Furniture Store	6/1000 sq. ft., 100/acre**	4% (7:3)	9% (5:5)
Lumber Store	30/1000 sq. ft., 150/acre**	7% (6:4)	9% (5:5)
Hardware/Paint Store	60/1000 sq. ft., 600/acre**	2% (6:4)	9% (5:5)
Garden Nursery	40/1000 sq. ft., 90/acre**	3% (6:4)	10% (5:5)
Education			
University (4 years)	2.5/student, 100 acre*	10% (9:1)	9% (3:7)
Junior College (2 years)	1.6/student, 80/acre*	12% (9:1)	8% (3:7)
High School	1.4/student, 11/1000 sq. ft., 50/acre* **	20% (8:2)	14% (3:7)
Middle/Junior High	1.0/student, 40/acre**	24% (7:3)	7% (3:7)
Elementary	1.4/student, 14/1000 sq. ft., 60/acre**	26% (6:4)	5% (3:7)
Day Care	5/child, 80/1000 sq. ft.**	19% (5:5)	18% (5:5)
Hospitals			
General	20/bed, 20/1000 sq. ft., 200/acre*	9% (7:3)	10% (3:7)
Convalescent/Nursing	3/bed**	7% (6:4)	7% (4:6)

MEMBER AGENCIES: Cities of Carlsbad, Chula Vista, Coronado, Del Mar, El Cajon, Encinitas, Escondido, Imperial Beach, La Mesa, Lemon Grove, National City, Oceanside, Poway, San Diego, San Marcos, Santee, Solana Beach, Vista and County of San Diego
ADVISORY/LIAISON MEMBERS: California Department of Transportation, U.S. Department of Defense and Tijuana/Baja California

Industrial			
Industrial/Business Park (commercial included)	16/1000 sq. ft., 200/acre*	12% (8:2)	12% (2:8)
Industrial Park (no commercial)	8/1000 sq. ft., 90/acre*	11% (9:1)	12% (2:8)
Industrial Plant (multiple shifts)	10/1000 sq. ft., 120/acre*	14% (8:2)	15% (3:7)
Manufacturing/Assembly	4/1000 sq. ft., 50/acre**	20% (2:8)	20% (2:8)
Warehousing	5/1000 sq. ft., 60/acre**	15% (7:3)	16% (4:6)
Storage	2/1000 sq. ft., 0.2/vault, 30/acre*	6% (5:5)	9% (5:5)
Science Research & Development	8/1000 sq. ft., 80/acre*	16% (9:1)	14% (1:9)
Library			
Library	45/1000 sq. ft., 400/acre**	2% (8:2)	10% (5:5)
Lodging			
Hotel (w/convention facilities/restaurant)	10/room, 300/acre*	6% (6:4)	8% (6:4)
Motel	9/room, 200/acre*	8% (4:6)	9% (6:4)
Resort Hotel	8/room, 100/acre*	5% (6:4)	7% (4:6)
Military			
Military	2.5 military & civilian personnel*	9% (9:1)	10% (2:8)
Offices			
Standard Commercial Office (less than 100,000 sq. ft.)	20/1000 sq. ft., 300/acre*	14% (9:1)	13% (2:8)
Large (high-rise) Commercial Office (more than 100,000 sq. ft.)	17/1000 sq. ft., 600/acre*	13% (9:1)	14% (2:8)
Corporate Office (single user)	10/1000 sq. ft., 140/acre*	15% (9:1)	15% (1:9)
Government (Civic Center)	30/1000 sq. ft.**	9% (9:1)	12% (3:7)
Post Office	150/1000 sq. ft.**	7% (5:5)	8% (5:5)
Department of Motor Vehicles	180/1000 sq. ft., 900/acre**	6% (6:4)	11% (4:6)
Medical	50/1000 sq. ft., 500/acre*	6% (8:2)	10% (3:7)
Parks			
City (developed)	50/acre*		
Regional (developed)	20/acre*		
Neighborhood/Regional (undeveloped)	5/acre*	4%	8%
Amusement (Theme)	80/acre, 130/acre (summer only)**		6% (6:4)
San Diego Zoo	115/acre*		
Sea World	80/acre*		
Recreation			
Beach, Ocean or Bay	600/1000 ft. shoreline, 60/acre*		11% (4:6)
Beach, Lake (fresh water)	50/1000 ft. shoreline, 5/acre*		
Bowling Center	30/lane, 300/acre**	7% (7:3)	11% (4:6)
Campground	4/campsite**	4%	8%
Golf Course	8/acre, 600/course**	6% (8:2)	9% (3:7)
Marinas	4/berth, 20/acre* **	3% (3:7)	7% (6:4)
Racquetball/Health Club	40/1000 sq. ft., 300/acre, 40/court*	4% (6:4)	9% (6:4)
Tennis Courts	16/acre, 30/court**	5%	11% (5:5)
Sports Facilities			
Outdoor Stadium	50/acre, 0.2/seat*		
Indoor Arena	30/acre, 0.1/seat*		
Racetrack	40/acre, 0.6 seat*		
Theaters (multiplex)	80/1000 sq. ft., 1.8/seat*	0.3%	8% (7:3)
Residential			
Single Family Detached (average 4 DU/acre)	10/dwelling unit*	8% (2:8)	10% (7:3)
Condominium (or any multi-family less than 20 DU/acre)	8/dwelling unit*	8% (2:8)	10% (7:3)
Apartments (or any multi-family units more than 20 DU/acre)	6/dwelling unit*	8% (2:8)	9% (7:3)
Mobile Home			
Family	5/dwelling unit, 40/acre*	9% (3:7)	12% (6:4)
Adults Only	3/dwelling unit, 20/acre*	9% (3:7)	10% (6:4)
Retirement Community	4/dwelling unit**		
Rural Estate	12/dwelling unit**		
Congregate Care Facility	2/dwelling unit**	3% (6:4)	8% (5:5)
Restaurants			
Quality	100/1000 sq. ft., 3/seat, 500/acre* **	1% (6:4)	8% (7:3)
Sit down, high turnover	250/1000 sq. ft., 7/seat, 1200/acre* **	8% (5:5)	6% (6:4)
Fast Food (w/drive-through)	700/1000 sq. ft., 22/seat, 3000/acre* **	4% (6:4)	8% (5:5)
Transportation Facilities			
Bus Depot	25/1000 sq. ft.**		
Truck Terminal	10/1000 sq. ft., 7/bay, 80/acre**	9% (4:6)	8% (5:5)
Waterport	170/berth, 12/acre**		
Transit Station (Rail)	300/acre**	14% (7:3)	15% (3:7)

* Primary source: San Diego Traffic Generators.

** Other sources: ITE Trip Generation Report, Trip Generation Rates (other agencies), various SANDAG & CALTRANS studies, reports and estimates.

REFERENCE DOCUMENTS
1991 CMP - San Diego Region

- o Arterial Level of Service Analysis Study, JHK & Associates for SANDAG, pending early 1992.
- o Comprehensive Plan for the San Diego Region, Volume 10, Series 7 Regional Growth Forecasts, SANDAG, October 1989.
- o Congestion Management Program Resource Handbook, CMP Task Force /CALTRANS, November 1990.
- o Highway Capacity Manual - Special Report 209, Transportation Research Board, Washington D.C., 1985.
- o DRAFT Metropolitan San Diego Short Range Transit Plan: FY1992-1999, San Diego Metropolitan Transit Development Board, May 1991.
- o Model Regional Transportation Demand Management Program, SANDAG, Revised April 17, 1991.
- o DRAFT North County Transit District Short Range Transit Plan: FY92-99, North County Transit District, 1991.
- o Overview of the Regional Growth Forecasting System, SANDAG, October 1989.
- o DRAFT Regional Growth Management Strategy, SANDAG, July 1991.
- o 1990-97 Regional Transportation Improvement Program, SANDAG, July 1990.
- o Regional Transportation Models, SANDAG, July 1988.
- o 1990 Regional Transportation Plan, SANDAG, January 1991.
- o San Diego Region Average Weekday Traffic Volumes: 1986-1990, SANDAG, May 1991.
- o Transportation Control Measures for the Air Quality Plan, SANDAG, June 1991.

NEGATIVE DECLARATION

SUBJECT: 1991 Congestion Management Program (CMP)

- I. PROJECT DESCRIPTION: See attached Initial Study.
- II. ENVIRONMENTAL SETTING: San Diego County Region (San Diego County)
- III. DETERMINATION:

The San Diego Association of Governments (SANDAG) has conducted an Initial Study and determined that the proposed project will not have a significant impact on the environment, and the preparation of an Environmental Impact Report will not be required. The intended purpose of the 1991 CMP is to establish a process to help improve the region's quality of life by reducing traffic congestion, improving air quality, and saving energy.

- IV. DOCUMENTATION:

The attached Initial Study documents the reasons to support the above determination.

- V. MITIGATION MEASURES:

Any major projects that may result from implementation of the 1991 CMP will be subject to environmental review in accordance with the California Environmental Quality Act (CEQA). Upon its adoption, the CMP will be incorporated into the next Regional Transportation Plan (RTP) Update and at that time could be subject to mitigation measures identified through the RTP environmental assessment.

- VI. PUBLIC REVIEW DISTRIBUTION:

Draft copies and notice of this Negative Declaration were distributed to the attached list of agencies and groups.

VII. RESULTS OF PUBLIC REVIEW:

To be added at the close of the review period.

Copies of the Draft Negative Declaration and any Initial Study materials are available at the SANDAG offices, at the above address, for review, or for purchase for the cost of reproduction.

for Bill Tuomi

Lee F. Hultgren
Director of Transportation

September 20, 1991
Date of Draft Report

ANALYST: Bill Tuomi

SUBJECT: 1991 Congestion Management Program (CMP)

I. PURPOSE AND MAIN FEATURES:

In June 1990, the voters of California approved Proposition 111 requiring the preparation, implementation, and annual updating of a Congestion Management Program (CMP) in each of California's urbanized counties including the San Diego region. All of this region's eighteen cities and the County have designated SANDAG as the Congestion Management Agency (CMA) for the San Diego region. SANDAG has prepared a draft 1991 Congestion Management Program which meets the new state requirements and which is the subject of this Initial Study. The 1991 CMP is scheduled for SANDAG Board action in November 1991, following a two month review period and noticed public hearing.

The purpose of the Congestion Management Program is to help insure that a balanced transportation system is developed that relates population growth, traffic growth, and land use decisions to transportation system level of service and performance standards and air quality improvement. The CMP establishes a process to help improve the region's quality of life by reducing traffic congestion, improving air quality, and saving energy. The CMP has been designed to be compatible with and to complement the Regional Growth Management Strategy (RGMS), the Regional Transportation Plan (RTP), and the Regional Air Quality Strategy (RAQS).

The 1991 Congestion Management Program includes the following five major elements:

- o Traffic level of service (LOS) standards for a system of highways and roadways. The 1991 CMP establishes a peak-hour LOS standard of LOS "E" with reference to the RGMS traffic objective of LOS "D". The designated CMP system includes 297 miles of state freeways, 294 miles of conventional state highways, and 96 miles of CMP principal arterials. Local agencies, transportation operators, and project applicants are required to assess any proposed major project impacts on the CMP traffic LOS standards.
- o Transit performance standards for frequency, routing, and coordination of transit services. The 1991 CMP establishes separate transit service frequency standards for different types of transit services in the Metropolitan Transit Development Board (MTDB) and North County Transit District (NCTD)

areas. The standards range from 90 minute service in rural corridor areas to 15 minute service for urban and express transit routes.

- o TDM trip reduction and travel demand management program. A Model Regional TDM Trip Reduction Program has been prepared by SANDAG and is under review by the Air Pollution Control Board for inclusion in the 1991 Regional Air Quality Strategy (RAQS). The final trip reduction program will be incorporated into the 1991 CMP. The 1991 CMP also references the jobs/housing balance and transportation corridor density analysis undertaken through the RGMS program.
- o Land use impact analysis program. The 1991 CMP includes a three-phased land use impact analysis program largely based on the existing CEQA project review process. The process includes 1) an enhanced CEQA review of large projects by the local jurisdiction/project sponsor, 2) a regional cumulative traffic review of all projects by SANDAG, and 3) the development in the 1992 CMP Update of specific project design guidelines to support alternative travel modes. Large projects requiring a CMP enhanced CEQA review are those expected to generate 2,400 or more average weekday vehicle trips or 200 or more peak-hour vehicle trips.
- o Seven-year capital improvement program. The 1991 CMP identifies eligible capital project candidates for state Flexible Congestion Relief (FCR), Urban and Commuter Rail bonds, and Traffic System Management (TSM) funding. Future CMP Updates will also incorporate other projects that help maintain or improve traffic LOS and transit performance standards, mitigate regional transportation impacts, and implement air quality transportation control measures.

II. ENVIRONMENTAL SETTING:

The San Diego County region (San Diego County).

III. ENVIRONMENTAL ANALYSIS:

The Initial Study Checklist is attached. The Checklist is designed to identify the potential for significant environmental impacts which could be associated with a project. Answers of "YES" and "MAYBE" indicate that there is a potential for significant environmental impacts, and these concerns are discussed in Section IV.

A number of other environmental documents have been prepared that address the potential impacts of various elements of the 1991 CMP. These documents are also available for review at the SANDAG offices.

- o 1989 Regional Transportation Plan (RTP), Final EIR, SANDAG, 1989.

- o 1990 Regional Transportation Plan (RTP), Initial Study and Negative Declaration, SANDAG, December 1990.
- o Regional Growth Management Strategy (RGMS), Initial Study and Draft Negative Declaration, SANDAG, July 1991.
- o 1991 Regional Air Quality Strategy (RAQS), Draft EIR, Air Pollution Control District, July 1991.

IV. DISCUSSION:

The main purpose of the 1991 Congestion Management Program (CMP) is to establish a process that integrates transportation, land use, and air quality considerations into a process that will help improve the region's quality of life. This will occur by insuring that project design and environmental analysis of individual major transportation and development projects consider and mitigate regional transportation system impacts. The 1991 CMP process, standards, and likely resulting project types will have, overall, a positive effect on the environment.

The CMP is not a construction project in itself, and therefore most of the site specific environmental impacts identified in the Initial Study Checklist may only be identified and mitigated as part of individual site specific construction projects. All major development proposals and transportation projects will require thorough project and environmental impact review through the normal California Environmental Quality Act (CEQA) process and the enhanced CEQA process contained in the 1991 CMP. As a result, recommended project level design revisions and mitigation measures will be thoroughly identified and incorporated into specific projects prior to their actual implementation or construction.

"YES" and "MAYBE" answers in the Initial Study Checklist indicate a potential for significant environmental impacts. These determinations are explained below.

B.1. Air - One of the specific objectives of the CMP is to reduce congestion by improving traffic level of service standards. LOS, if sufficiently improved, could result in higher vehicle operating speeds that could have the potential for increases in some categories of vehicle emissions (eg. Carbon Monoxide at vehicle speeds above 50 mph) with decreases in other emissions categories (Reactive Organic Gases). The CMP traffic LOS standards (LOS "E") are at lower operating speed categories where reduced congestion and associated increasing vehicle speed should have positive impacts on all categories of emissions reductions. Also, strategies to improve traffic LOS including TDM trip reduction programs and transit service improvements should also result in reduced emissions. Any specific mitigation measures will be provided through individual major project review and through implementation of the RAQS Transportation Control Measures (TCM's) and Indirect Source Review (ISR) programs.

G.1.2. Land Use - In order to meet the CMP traffic LOS standards some community plan areas could require a change in some future land use designations, such as improving the jobs/housing balance of an area. In addition, some community plan goals, objectives, and policies may be different than the new CMP traffic LOS and transit performance standards. As community plans are updated, the land use-transportation system analysis conducted as part of those plan updates and associated environmental documents should consider the CMP standards as appropriate to the community plan area. Any such revisions should result in improvements to traffic LOS and the associated air quality and energy conservation.

J.K. Population and Housing - As stated in G.1.2. above, the CMP process could ultimately result in changes to the currently planned population and housing of an area. These changes could result from the additional land use-transportation analysis required for large projects and through the Regional Growth Forecast update process including the CMP cumulative traffic impact analysis. Any such revisions would be subject to further environmental analysis and mitigation at the general plan/community plan/large project analysis level.

L.4. Parking - In order to meet CMP traffic LOS standards, there could be a need along some CMP system routes to revise current parking, such as moving on-street parking to off-street locations. Such actions could affect existing on-street and off-street parking. Any such changes resulting from CMP considerations should be for congestion relief and improved transit accessibility purposes. Parking revisions, if needed, would be analyzed as part of future individual major project reviews or through the preparation of any required CMP deficiency plans.

L.5.6. Transportation/Circulation System - Improvements to the CMP system traffic LOS and transit system performance, as well as implementation of TDM trip reduction programs will result in changes to the existing and planned transportation/circulation system. These changes will occur over time through the implementation of evolving transportation goals, objectives, and policies contained in numerous documents such as the Regional Transportation Plan (RTP), Regional Growth Management Strategy (RGMS), Regional Air Quality Strategy (RAQS), and the CMP. Such changes could include additional roadway capacity to the regional and CMP roadway system, new or expanded bus, commuter rail, and light rail trolley systems, and facilities to support TDM trip reduction strategies. All of these programs are intended to improve the quality of life through reduced congestion, the provision of alternatives to single occupant auto travel, improved air quality through reduced transportation sector emissions, and energy conservation. The systemwide and site specific effects of any individual projects will be evaluated and appropriately mitigated through subsequent project level analysis and environmental review.

M.e. Road Maintenance - The CMP traffic standards could increase future roadway maintenance activities both on- and off- the designated CMP system. CMP roadways themselves may need to be better maintained in order to accommodate existing and forecast traffic at the LOS standards. In addition, there could be a

diversion of some traffic from the CMP system to other alternate roadways. This could require increased maintenance activity on the alternate roadways. In addition, the CMP monitoring requirements might also provide more information on existing pavement conditions resulting in increased maintenance activities. Any such increased maintenance should be offset by improved travel conditions and reduced long-term roadway rehabilitation and replacement costs.

Q.4. Neighborhood Character - Similar to items G., J., and K. above, future revisions may be made to planned land uses, population, and housing to help achieve traffic LOS and transit performance standards. As a result, there could be substantial alterations to the existing character of some neighborhoods. Any such revisions should be to the overall improvement of neighborhood or regional circulation needs and would require project level analysis and environmental review.

III. Environmental Analysis:

This Initial Study checklist is designed to identify the potential for significant environmental impacts which could be associated with a project. All answers of "yes" and "maybe" indicate that there is a potential for significant environmental impacts and these determinations are explained in Section IV.

	<u>Yes</u>	<u>Maybe</u>	<u>No</u>
A. <u>Geology/Soils</u> . Will the proposal result in:			
1. Exposure of people or property to geologic hazards such as earthquakes, landslides, mudslides, ground failure, or similar hazards?	_____	_____	<u>X</u>
2. Any increase in wind or water erosion of soils, either on or off the site?	_____	_____	<u>X</u>
B. <u>Air</u> . Will the proposal result in:			
1. Air emissions which would substantially deteriorate ambient air quality?	_____	<u>X</u>	_____
2. The exposure of sensitive receptors to substantial pollutant concentrations?	_____	_____	<u>X</u>
3. The creation of objectionable odors?	_____	_____	<u>X</u>
4. The creation of dust?	_____	_____	<u>X</u>
5. Any alteration of air movement in the area of the project?	_____	_____	<u>X</u>
6. A substantial alteration in moisture, or temperature, or any change in climate, either locally or regionally?	_____	_____	<u>X</u>
C. <u>Hydrology/Water Quality</u> . Will the proposal result in:			
1. Changes in currents, or the course of direction of water movements, in either marine or fresh waters?	_____	_____	<u>X</u>

	<u>Yes</u>	<u>Maybe</u>	<u>No</u>
2. Changes in absorption rates, drainage patterns, or the rate and amount of surface runoff?	_____	_____	<u>X</u>
3. Alterations to the course or flow of flood waters?	_____	_____	<u>X</u>
4. Discharge into surface or ground waters, or in any alteration of surface or ground water quality, including, but not limited to temperature, dissolved oxygen or turbidity?	_____	_____	<u>X</u>
5. Discharge into surface or ground waters, significant amounts of pesticides, herbicides, fertilizers, gas, oil or other noxious chemicals?	_____	_____	<u>X</u>
6. Change in deposition or erosion of beach sands, or changes in siltation, deposition or erosion which may modify the channel of a river or stream or the bed of the ocean or any bay, inlet or lake?	_____	_____	<u>X</u>
7. Exposure of people or property to water related hazards such as flooding?	_____	_____	<u>X</u>
8. Change in the amount of surface water in any water body?	_____	_____	<u>X</u>
D. <u>Biology</u> . Will the proposal result in:			
1. A reduction in the number of any unique, rare, endangered, sensitive or fully protected species of plants or animals?	_____	_____	<u>X</u>
2. A substantial change in the diversity of any species of animals or plants?	_____	_____	<u>X</u>
3. Introduction of invasive species of plants into the area?	_____	_____	<u>X</u>
4. Interference with the movement of any resident or migratory fish or wildlife species?	_____	_____	<u>X</u>

	<u>Yes</u>	<u>Maybe</u>	<u>No</u>
5. An impact on a sensitive habitat, including, but not limited to streamside vegetation, oak woodland, vernal pools, coastal salt marsh, lagoon, wetland, or coastal sage scrub or chaparral?	_____	_____	<u>X</u>
6. Deterioration of existing fish or wildlife habitat?	_____	_____	<u>X</u>
E. <u>Noise</u> . Will the proposal result in:			
1. A significant increase in the existing ambient noise levels?	_____	_____	<u>X</u>
2. Exposure of people to noise levels which exceed the City's adopted noise ordinance?	_____	_____	<u>X</u>
3. Exposure of people to current or future transportation noise levels which exceed standards established in the Transportation Element of the General Plan?	_____	_____	<u>X</u>
F. <u>Light, Glare and Shading</u> . Will the proposal result in:			
1. Substantial light or glare?	_____	_____	<u>X</u>
2. Substantial shading of other properties?	_____	_____	<u>X</u>
G. <u>Land Use</u> . Will the proposal result in:			
1. A land use which is inconsistent with the adopted community plan land use designation for the site?	_____	<u>X</u>	_____
2. A conflict with the goals, objectives and recommendations of the community plan in which it is located?	_____	<u>X</u>	_____
3. A conflict with adopted environmental plans for the area?	_____	_____	<u>X</u>

	<u>Yes</u>	<u>Maybe</u>	<u>No</u>
4. Land uses which are not compatible with aircraft accident potential as defined by a SANDAG (ALUC) Airport Land Use Plan? _____	_____	_____	<u>X</u>
H. <u>Natural Resources</u> . Will the proposal result in:			
1. The prevention of future extraction of sand and gravel resources? _____	_____	_____	<u>X</u>
2. The conversion of agricultural land to nonagricultural use or impairment of the agricultural productivity of agricultural land? _____	_____	_____	<u>X</u>
I. <u>Recreational Resources</u> : Will the proposal result in an impact upon the quality or quantity of existing recreational opportunities? _____	_____	_____	<u>X</u>
J. <u>Population</u> . Will the proposal alter the planned location, distribution, density, or growth rate of the population of an area? _____	_____	<u>X</u>	_____
K. <u>Housing</u> . Will the proposal affect existing housing in the community, or create a demand for additional housing? _____	_____	<u>X</u>	_____
L. <u>Transportation/Circulation</u> . Will the proposal result in:			
1. Traffic generation in excess of specific/ community plan allocation? _____	_____	_____	<u>X</u>
2. An increase in projected traffic which is substantial in relation to the capacity of the street system? _____	_____	_____	<u>X</u>
3. An increased demand for off-site parking? _____	_____	_____	<u>X</u>
4. Effects on existing parking? _____	_____	<u>X</u>	_____
5. Substantial impact upon existing or planned transportation systems? _____	_____	<u>X</u>	_____

	<u>Yes</u>	<u>Maybe</u>	<u>No</u>
6. Alterations to present circulation movements including effects on existing public access to beaches, parks, or other open space areas?	_____	<u>X</u>	_____
7. Increase in traffic hazards to motor vehicles, bicyclists or pedestrians?	_____	_____	<u>X</u>
M. <u>Public Services</u> . Will the proposal have an effect upon, or result in a need for new or altered governmental services in any of the following areas:			
a. Fire protection?	_____	_____	<u>X</u>
b. Police protection?	_____	_____	<u>X</u>
c. Schools?	_____	_____	<u>X</u>
d. Parks or other recreational facilities?	_____	_____	<u>X</u>
e. Maintenance of public facilities, including roads?	_____	<u>X</u>	_____
f. Other governmental services?	_____	_____	<u>X</u>
N. <u>Utilities</u> . Will the proposal result in a need for new systems, or require substantial alterations to existing utilities, including:			
a. Power?	_____	_____	<u>X</u>
b. Natural gas?	_____	_____	<u>X</u>
c. Communications systems?	_____	_____	<u>X</u>
d. Water?	_____	_____	<u>X</u>
e. Sewer?	_____	_____	<u>X</u>
f. Storm water drainage?	_____	_____	<u>X</u>
g. Solid waste disposal?	_____	_____	<u>X</u>

	<u>Yes</u>	<u>Maybe</u>	<u>No</u>
O. <u>Energy</u> . Will the proposal result in the use of excessive amounts of fuel or energy?	_____	_____	<u>X</u>
P. <u>Water Conservation</u> . Will the proposal result in:			
1. Use of excessive amounts of water?	_____	_____	<u>X</u>
2. Landscaping which is predominantly non-drought resistant vegetation?	_____	_____	<u>X</u>
Q. <u>Neighborhood Character/Aesthetics</u> . Will the proposal result in:			
1. The obstruction of any vista or scenic view from a public viewing area?	_____	_____	<u>X</u>
2. The creation of a negative aesthetic site or project?	_____	_____	<u>X</u>
3. Project bulk, scale, materials or style which will be incompatible with surrounding development?	_____	_____	<u>X</u>
4. Substantial alteration to the existing character of the area?	_____	<u>X</u>	_____
5. The loss of any distinctive or landmark tree(s), or a stand of mature trees?	_____	_____	<u>X</u>
6. Substantial change in topography or ground surface relief features?	_____	_____	<u>X</u>
7. The loss, covering or modification of any unique geologic or physical features such as a natural canyon, sandstone bluff, rock outcrop or hillside with a slope in excess of 25 percent?	_____	_____	<u>X</u>
R. <u>Cultural/Scientific Resources</u> . Will the proposal result in:			
1. Alteration of or the destruction of a prehistoric or historic archaeological site?	_____	_____	<u>X</u>

	<u>Yes</u>	<u>Maybe</u>	<u>No</u>
2. Adverse physical or aesthetic effects to a prehistoric or historic building, structure, object or site?	_____	_____	<u>X</u>
3. Adverse physical or aesthetic effects to an architecturally significant building, structure, or object?	_____	_____	<u>X</u>
4. Any impact to existing religious or sacred uses within the potential impact area?	_____	_____	<u>X</u>
5. The loss of paleontological resources?	_____	_____	<u>X</u>
S. <u>Human Health/Public Safety.</u> Will the proposal result in:			
1. Creation of any health hazard or potential health hazard (excluding mental health)?	_____	_____	<u>X</u>
2. Exposure of people to potential health hazards?	_____	_____	<u>X</u>
3. A future risk of an explosion or the release of hazardous substances (including but not limited to gas, oil, pesticides, chemicals, radiation or explosives)?	_____	_____	<u>X</u>
T. <u>Mandatory Findings of Significance.</u>			
1. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory?	_____	_____	<u>X</u>

Yes Maybe No

2. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? (A short-term impact on the environment is one which occurs in a relatively brief, definitive period of time while long-term impacts will endure well into the future.)

_____ _____ X

3. Does the project have impacts which are individually limited, but cumulatively considerable? (A project may impact on two or more separate resources where the impact on each resource is relatively small, but where the effect of the total of those impacts on the environment is significant.)

_____ _____ X

4. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?

_____ _____ X

DISTRIBUTION
1991 CONGESTION MANAGEMENT PROGRAM (CMP) - SAN DIEGO REGION
Negative Declaration

Draft copies or notice of this Negative Declaration were given a broad distribution. The following agencies, groups and individuals from SANDAG's mailing list were sent copies of the Draft 1991 Congestion Management Program (CMP) and Negative Declaration:

Incorporated Cities (San Diego Region) - SANDAG Board Members and Alternates, City Managers, Planning Directors, Public Works Directors
County of San Diego - Board of Supervisors, Chief Administrative Officer, Planning Director, Public Works Director
CALTRANS - Headquarters and District 11
Department of Defense
State Clearinghouse

Air Pollution Control District (APCD)
Associated General Contractors (AGC)
Automobile Club of Southern California
California Transportation Commission (CTC)
Citizens Coordinate for Century 3 (C-3)
Construction Industry Federation (CIF)
Greater San Diego Chamber of Commerce
League of Woman Voters - San Diego Chapter
Metropolitan Transit Development Board (MTDB)
North County Transit District (NCTD)
San Diego Association of Realtors
Sierra Club - San Diego Chapter

SANDAG Committees:

Combined Road Plan Committee (CRPC)
Regional Growth Management Technical Committee
Regional Transportation Advisory Committee (RTAC)
Transit General Managers' Group

Copies were also sent to:

Serra Reference Library
Government Reference Library

APPENDIX H

**LEGISLATIVE COUNSEL OPINION REGARDING
FUNDING OF CONGESTION MANAGEMENT PROGRAMS**

Sacramento, California
November 3, 1990

Honorable Richard Katz
3146 State Capitol

Congestion Management Programs: Funding - #23161

Dear Mr. Katz:

QUESTION NO. 1

May a county use revenues allocated to it pursuant to Section 2105 of the Streets and Highways Code for the preparation of a congestion management program?

OPINION AND ANALYSIS NO. 1

"Chapter 2.6 (commencing with Section 65088) of Division 1 of Title 7 of the Government Code requires the adoption of a congestion management program for each county. In this connection, Section 65089 of the Government Code, which is a part of that Chapter 2.6, reads as follows:

65089. (a) A congestion management program shall be developed, adopted, and annually updated for every county that includes an urbanized area, and shall include every city and the county. The program shall be adopted at a noticed public hearing of the agency. The Program shall be developed in consultation with, and with the cooperation of, the transportation planning agency, regional transportation providers, local governments, the department [Department of Transportation (subd. (e), Sec. 65088, Gov. C.)], and the air pollution control district or the air quality management district, either by the county transportation commission, or by another public agency, as designated by resolutions adopted by the county board of supervisors and the city councils of a majority of the cities representing a majority of the population in the incorporated area of the county.

(b) The program shall contain all of the following elements:

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(1) (A) Traffic level of service standards established for a system of highways and roadways designated by the agency. The system shall include at a minimum all state highways and principal arterials. No highway or roadway designated as a part of the system shall be removed from the system. All new state highways and principal arterials shall be designated as part of the system. Level of service (LOS) shall be measured by Circular 212, (or by the most recent version of the Highway Capacity Manual), or by a uniform methodology adopted by the agency which is consistent with the Highway Capacity Manual. The determination as to whether an alternative method is consistent with the Highway Capacity Manual shall be made by the regional agency, except that the department shall make this determination instead if either (i) the regional agency is also the agency, as those terms are defined in Section 65088.1, or (ii) the department is responsible for preparing the regional transportation improvement plan for the county.

(B) In no case shall the LOS standards established be below the level of service E or the current level, whichever is farthest from level of service A, except where a segment or intersection had been designated as deficient and a deficiency plan has been adopted pursuant to Section 65089.3.

(2) Standards established for the frequency and routing of public transit, and for the coordination of transit service provided by separate operators.

(3) A trip reduction and travel demand element that promotes alternative transportation methods, such as carpools, vanpools, transit, bicycles, and park-and-ride lots; improvements in the balance between jobs and housing; and other strategies, including flexible work hours and parking management programs.

(4) A program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems, including an estimate of the costs associated with mitigating those impacts. In no case shall the program include an estimate of the costs of mitigating the impacts of interregional travel. The program shall provide credit for local public and private contributions to improvements to regional transportation systems. However, in the case of toll road facilities, credit shall only be allowed for local public and private contributions which are unreimbursed from toll revenues or other state or federal sources. The agency shall calculate the amount of the credit to be provided.

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(5) A seven year capital improvement program to maintain or improve the traffic level of service and transit performance standards developed pursuant to paragraphs (1) and (2), and to mitigate regional transportation impacts identified pursuant to paragraph (4), which conforms to transportation-related vehicle emissions air quality mitigation measures.

(c) The agency, in consultation with the regional agency, cities, and the county shall develop a uniform data base on traffic impacts for use in a countywide transportation computer model and shall approve transportation computer models of specific areas within the county that will be used by local jurisdictions to determine the quantitative impacts of development on the circulation system that are based on the countywide model and standardized modeling assumptions and conventions. The computer models shall be consistent with the modeling methodology adopted by the regional planning agency. The data bases used in the models shall be consistent with the data bases used by the regional planning agency. Where the regional agency has jurisdiction over two or more counties, the data bases used by the agency shall be consistent with the data bases used by the regional agency."

As can be seen, the elements of the program include matters which relate not only to highway capacity and congestion but also to alternatives to highway transportation, including land use considerations.

The tax imposed on motor vehicle fuel under the Motor Vehicle Fuel License Tax Law (Pt. 2 (commencing with Sec. 7301), Div. 2, R.& T.C., known as the "gas tax") and the Use Fuel Tax Law (Pt. 3 (commencing with Sec.8601), Div. 2, R.& T.C., known as the "diesel tax") was increased from 9 cents to 14 cents per gallon, effective August 1, 1990, to be followed by additional one cent increases each January 1 thereafter until the rate becomes 18 cents per gallon on January 1, 1994 (Secs. 7351 and 8651, R.& T.C., as added by Chs. 105 and 106, Stats. 1989, respectively, and amended by Ch. 627, Stats. 1990). Section 2105 of the Streets and Highways Code requires that 23 percent of the revenues from the tax so imposed which exceeds the rate of 9 cents per gallon be allocated to counties and cities equally pursuant to an apportionment formula.

Under Article XIX of the California Constitution (hereafter Article XIX), revenues from the state-imposed gas tax and diesel tax may only be expended for the research, planning, construction, improvement, maintenance, and operation of public streets

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and highways (including related public facilities for nonmotorized traffic) and for the acquisition of property and administrative costs therefor, and for the mitigation of public street and highway environmental effects (subd. (a), Sec. 1, Art. XIX; Secs. 7351, 8351, 8352, 8353, 8651, 9301, and 9303, R. & T.C.; Sec. 2101, S. & H.C.; see Kizziah v. Department of Transportation, 121 Cal. App. 3d 11, 16).

The gas tax and diesel tax revenues may also be used for similar purposes for exclusive public mass transit guideways, and related fixed facilities, except for the maintenance and operation of mass transit power systems and mass transit passenger facilities, vehicles, equipment, and services (subd. (b), Sec. 1, Art. XIX; Sec. 2101, S. & H.C.). However, before the highway revenues may be used for guideway purposes, except for research and planning on guideways, in any area, a proposition authorizing that use of the highway revenues must be approved by a majority of the votes cast on the proposition in the area (Sec. 4, Art. XIX; Secs. 199 and 2101, S. & H.C.).

As indicated above, a congestion management program is required to consist of five elements (subd. (b), Sec. 65089, Gov. C.). Under Article XIX, the validity of the expenditure of gas tax and diesel tax revenues on any element of a congestion management program in the preparation of the program would depend on the purpose of that element.

The first element requires the establishment of traffic level of service standards for specific land use intensities in accordance with Circular 212 of the Highway Capacity Manual. This element is related to both the planning and operation of streets and highways within the meaning of Article XIX, and therefore the expenditure by a county of its gas tax and diesel tax apportionments for purposes of this element is valid.

The second element requires the establishment of standards for the frequency, routing, and coordination of transit service. This element involves the operation of transit systems. Expenditures of gas tax and diesel tax revenues for these purposes are not valid under Article XIX.

The third element involves a decrease in highway usage through the promotion of transportation methods which are alternatives to transportation by privately owned vehicles, including carpools, vanpools, transit bicycles, and park-and-ride lots; improvements in the balance between jobs and housing; and other strategies such as flexible work hours and parking management programs. Since the activities of this element are not

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authorized highway purposes for which gas tax and diesel tax revenues may be expended under Article XIX, it is not valid to use those tax revenues for purposes of this element.

The fourth element requires an analysis of the impacts of local land use decisions on regional transportation systems, including the costs of mitigating those impacts. This element relates to regional transportation systems and, thus, would include more than the planning, construction, and operation of streets and highways and exclusive public mass transit guideways. However, the study of the impact of land use decisions (for example, decisions which will lead to the establishment of new shopping centers and centers of employment), on regional transportation systems will directly affect the future needs, within the area covered by the congestion management program, for highways and exclusive public mass transit guideways. Thus, this element is related to the planning of future highways and exclusive mass transit guideways, and the expenditure of gas tax and diesel tax revenues for these purposes is valid under Article XIX.

The last element requires the development of a seven-year capital improvement program to maintain or improve traffic level of service and transit performance standards developed under the first and second elements of the program and to mitigate the transportation impacts identified in the study conducted under the fourth element. However, without a specific capital improvement program to consider under this element, it is not possible to render a categorical opinion of the extent to which that program conforms to Article XIX for purposes of the expenditure of gas tax and diesel tax revenues to carry out this element. To the extent that a capital improvement program under this element would include the construction of streets and highways and exclusive public mass transit guideways, the use of gas tax and diesel tax revenues for purposes of this element to that extent is valid.

QUESTION NO. 2

May a county use the increase in sales tax revenues resulting from the increase in the gas tax and diesel tax on and after August 1, 1990, for the preparation of a congestion management program?

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OPINION NO. 2

A county may use the increase in the 1 percent portion of sales tax revenues resulting from the increase in the gas tax and diesel tax on and after August 1, 1990, for the preparation of a congestion management program.

ANALYSIS NO. 2

The state sales and use tax is imposed pursuant to the Sales and Use Tax Law (Pt. 1 (commencing with Sec. 6001), Div. 2, R.& T.C.). The sales tax is imposed on a retailer's gross receipts (Sec. 6051, R.& T.C.). Under the Bradley-Burns Uniform Local Sales and Use Tax Law (Pt. 1.5 (commencing with Sec. 7200), Div. 2, R.& T.C.), a county may impose a similar tax upon every retailer in the county at the rate of not more than 1 1/4 percent of the retailers gross receipts, with provision for a retailer within a city to deduct the amount of sales tax revenues, which is derived from the city imposing a sales tax at a rate not to exceed 1 percent, that is paid to the city pursuant to a city sales and use tax ordinance (subd. (a), Sec. 7202, R.& T.C.).

If the county imposes a tax at the 1 1/4 percent rate, the revenues derived from the 1/4 percent portion is required to be deposited in the county's local transportation fund (Sec. 29530, Gov. C.; Sec. 99206, P.U.C.), and the revenues may be expended only for specified transportation purposes pursuant to the Mills-Alquist-Deddeh Act (Ch. 4 (commencing with Sec. 99200), Pt. 11, Div. 10, P.U.C.; Sec 99233 and following, P.U.C.). Except for the restrictions imposed on the use of this 1/4 percent portion of the county's sales and use tax revenues, the revenues from the remaining 1 percent portion may be used for any county purpose.

As stated, the sales tax is imposed on the gross receipts of a retailer. In the case of a retailer of gas or diesel fuel, those gross receipts include the gas tax and diesel tax (see Sec. 6012, R.& T.C.). As a result of the increase in the gas tax and diesel tax from 9 cents to 14 cents per gallon effective August 1, 1990, and the four additional one cent increases to be imposed, sales tax revenues to the county will be increased by the amount of 1 percent of those increases for each gallon of gas and diesel fuel sold in the unincorporated areas of the county. The amount of this increase will be a new source of general fund revenues for the county.

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Thus, we conclude that the county may sue the increase in the 1 percent portion of sales tax revenues resulting from the increase in the gas tax and diesel tax on and after August 1, 1990, for the preparation of a congestion management program.

Very truly yours,

Bion M. Gregory
Legislative Counsel

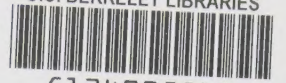
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